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Job Obsolescence

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NEWS BRIEFS

PEOPLE

B.C. labour minister

Louis Allan Williams, a 44-year-old native of Glenavon, Saskatchewan, and a law graduate of University of British Columbia, is B.C.'s new minister of labour.

During the Second World War, he served for four years in the Royal Canadian Air Force, retiring with the rank of Flight Lieutenant. He has been the member of the Legislature for West Vancouver-Howe Sound since 1966.

Allan Williams

Donald MacDonald (left) former president of the Canadian Labour Congress and the International Confederation of Free Trade Unions, receives the Order of Merit of the Federal Republic of Germany from Count Max von Podewils, German ambassador to Canada, at a recent ceremony in Ottawa. The tribute was in recognition of MacDonald's contributions to the labour movement.

THE ECONOMY

CLC criticises ECC

The Canadian Labour Congress ha strongly criticized the ECC's report: *People and Jobs, A Study the Canadian Labour Market.* The report, which was made public on March 31, eight days after the CL announced its decision to withdra its representatives from the ECC, notes the absence of the signature of four of the six CLC members, among them CLC President Joe Morris.

In an April 1 statement, Morris censured the ECC specifically for trying to compare American wage statistics with Canadian ones "in spite of the fact that by its own admission the two are based on different data and are not comparable."

"Canada's statistics are based on units of 500 or more employees while those in the United States a based on units of 20 or more," Morris said. "Since, generally speaking, small plants tend to pay lower wages than large ones, the resulting statistics mistakenly show American wage levels as being comparatively lower than they really are. This is the same misleading argument used by the government in trying to explain its attack on Canadian wages."

Dr. Robert A. Jenness, who led th ECC team that conducted the study, says that while it is true tha the basis of measuring collective agreements is different in Canada than in the U.S., "every other available measure and every other authority on the subject" agrees that Canadian wage gains have been higher than those in the U.S. during the last three or four years.

As well as comparing negotiated increases, the report also presents data on weekly wage changes showing Canadian average weekly earnings in 1974 at $178.17 and U.S. earnings at $151.05. However, the report urges caution in interpreting those figures because, among other reasons, the Canadian data cover firms with 20 or more employees while the U.S. figures cover all establishments. The ECC figures do not include fringe benefits, which are generally higher in the U.S.

Morris says the report tends to make "simplistic" projections of trends in productivity and competitiveness, and contains several "subtle indications" that the ECC staff has lost its objectivity.

"The Council now seems intent on justifying the government's economic and social policies," he added. "Under these circumstances the labour movement could not continue to participate in the Council."

The final sentence of the ECC's report reads: "If the anti-inflation program introduced by the federal government towards the end of 1975 is not successful in curbing the high rates of income and price increases commanded by individuals and organizations — public and private — much of the potential of the years ahead could well be undermined."

WAGES

B.C. minimum rises

British Columbia's new minimum wage, effective June 1, at $3.00 an hour, is the highest in Canada, followed by Saskatchewan and Quebec, at $2.80.

MOTIVATION

Workaholics

Workaholics — people who work beyond the call of duty — may be compensating for a weak or inadequate ego, says Carlo A. Weber, of Los Angeles County's Mental Health Services.

Weber says the workaholic is not necessarily a good worker since "obsession with work alone can lead to inefficiency, fatigue and very often psychiatric and other medical disabilities."

A report on workaholics in *Human Behaviour* comments: "So long as work continues to provide a tranquilizer for a miserable self-concept, they use it as an excuse for the fact that they may have an unsatisfactory home life, no friends or no outside interests."

Money

Two Canadian academics disagree with modern management theorists who hold that participation in decision-making is a more effective means of motivating employees than money.

"Maybe money didn't motivate in the affluent 1960s...but we believe, especially now in the 1970s, that money can be a successful management tool for getting things done," write H. Kenneth Bobele and Peter J. Buchanan of the school of business at the University of Western Ontario.

Money, however, is not a panacea for curing all the ills of an organization, they write in *Canadian Business*. The use of money as a motivator must be in the context of a thorough study of the existing work system and of how the ideal behaviour sought by management already is being reinforced.

"For example," they write, "a year-end bonus received in December will do little to improve efficiency and effectiveness the following June."

"There are many different ways money can be packaged," they add. "You can give employees a merit increase, a cost of living increase, an increase for length of time on the job, an individual or group incentive, a commission or bonus, or even a share of corporate profits. Which one you choose depends on your diagnosis of the work system and your total organizational motivational plan...If you have a strong salary benefit package and use money to reinforce productive behaviour, you have a chance to improve the process of getting things done in your organization."

WORK

Traditional roles

When two psychologists get married they appear to have the same kind of family life as most other professionals, with the wife doing the traditional "women's work" in the home and the husband doing the traditional male chores.

That suggestion comes from a survey of 200 married couples, all members of the American Psychological Association. It found that the wives did most of the cooking, laundry, marketing and child care, while the men did the gardening and house repairs.

The investigators concluded: "Sharing a profession obviously does not involve sharing the housework."

WOMEN

Daycare

Researchers from the University of Minnesota have found that mothers whose children have good daycare have better employment records than those who don't.

The researchers compared the work record of 30 mothers whose children were enrolled in the Child Development Centre, a high-quality daycare centre in Minneapolis, with those of 30 mothers whose children were not enrolled.

The mothers whose children were in the centre had lower rates of turnover and absenteeism, and the monthly periodical *Human Behaviour* says the study suggests that "employers who offer daycare services may foster better workers."

Women's division for Sask.

The Saskatchewan Department of Labour has announced the formation of a women's division. It was created by expanding the former women's bureau, which will become the investigations branch of the new division. And it follows the establishment of a career development office to review, with the public service commission, the government's personnel policies, recruitment practices and career development programs.

JOB SATISFACTION

Children in the system

New graduates who are looking forward to being treated as adults have a rude awakening coming in the labour force, says Kenneth O. Alexander, a professor of economics at Michigan Technological University.

The American magazine, *Human Behaviour*, quotes Alexander as saying most Americans spend their school years getting their heads filled with ideals of freedom, liberty and individual expression — only to find that they are stuck with submitting to a lifetime of authority on the job.

"The worker has become a child in a system in which there is a general acceptance of the dictum that father knows best," Alexander says. Since the workers can't meet their need for self-expression by participating in job decisions, they become alienated from their work.

Hence they direct their energies toward leisure and consumption activities, thus perpetuating management's view of workers as "unknowing, un-co-operative and unwilling, who must be forced to contribute to the goals of the firm through the carrot of wages and fringe benefits and the stick of discipline."

The periodical also quotes Alexander as warning that as American workers become more dissatisfied, they will become less productive than workers in other countries.

WORKING TIME

Auto workers' absenteeism

Absenteeism is a growing problem in the auto industry that neither management nor the United Auto Workers seem able to solve.

A reporter for *The New York Times*, Agis Salpukas, says absenteeism can go as high as 10 to 15 per cent on Fridays and Mondays, on days when the weather is bad, or at the opening of the hunting season.

One method that has been tried in UAW contracts with the agricultural implements producers gives workers credit of a half hour off for every week of perfect attendance. But Salpukas observes: "The plan has had little effect on the workers who are chronically absent, while those who come in normally have, in effect, gotten off a half-hour a week."

He also quotes UAW President Leonard Woodcock as saying the union may have to take a more active role to lessen absenteeism but he sees no easy solution: "I don't know how successful persuasion can be. Discipline doesn't seem to have any effect."

Happy with flextime

A Canadian researcher found most employees of a British firm happy about their experience with flexible working hours.

Martin G. Evans of the faculty of management studies at the University of Toronto surveyed employees of the Legal and General Assurance Society in London on three occasions: after two months

of flextime, after three months and after six months.

On all three occasions, more than 75 per cent of the employees said they were happy with flextime. But only indifference was shown by 70 per cent of the members of a control group at another of the firm's offices who did not have flexible working hours but were asked whether they wanted them.

Higher construction limits

The federal government has increased the maximum allowable hours of work, and the hours before which overtime must be paid, for construction workers involved in road, sewer and water main construction contract work for federal departments and agencies.

In place of the previous limit of eight hours a day and 48 hours a week, with overtime after eight in a day or 40 in a week, the new limit is now 60 hours a week, with overtime after 10 hours a day and 50 hours a week, effective April 1.

The reason for the higher limits, according to the federal labour department, is that this type of construction work tends to be seasonal compared to other construction work done for the federal government.

WORKING CONDITIONS

UBC study

The University of British Columbia has launched a study of personnel policies and working conditions for women in non-academic positions. It is one of several initiatives by Douglas Kenny, the university president, to improve conditions for women throughout the university community.

Kenny is also asking deans what they are doing to help women graduates find employment in their fields, and to report on the number of male and female applicants for graduate study, teaching assistantships and faculty positions "and the corresponding admissions and appointments."

He is also asking student services to provide counselling programs to help first-year students choose their majors "with as little regard as possible for traditional sex-typing of fields of study."

Assembly line abolished

A report in *The Toronto Star* says productivity has increased at a plant in East York, Ont. that produces television sets since it dismantled its assembly line and made individual workers responsible for producing complete production units.

The report quotes Jack Ratcliffe, TV division manager for Philips Electronics Canada Ltd., as saying productivity increased by about 10 per cent last year. Other company spokesmen said absenteeism has declined and the quality of work has improved.

One third dissatisfied

A survey of British office workers found one third of those interviewed dissatisfied with their working environment. The major complaints were about inadequate ventilation. Also criticized were office layout, lighting, hygiene, heating and equipment.

The survey, by the Alfred Marks Bureau, found that half the sample had been off work because of illness at least four days during the previous 12 months.

HEALTH AND SAFETY

Reducing job tension

Research at the University of Western Ontario suggests that regular sleep, exercise and good health habits may be the best way to cope with job tension.

That technique came out on top in a tabulation of managers' replies to a school of business questionnaire on how they dealt with stress. The next highest, in order, were compartmentalizing work and non-work life, physical exercise, talking with peers on the job, and withdrawing physically from the situation.

The five worst techniques were changing to a different work activity, changing strategy of attack on work, working harder, talking it through with one's spouse, and changing to a non-work activity.

The authors who categorized the respondents into high and low stress groups, noted that the high stress managers often appeared to respond to stressful situations merely by working harder.

They categorized high stress managers as aggressive people striving for achievement, restless, hostile, hyper-alert, struggling

against time limitations, channelling life so much into vocation or profession that they neglect other aspects such as family or recreation. This type is also prone to coronary heart disease.

Asbestos' toll

About 84 per cent of 1,214 Asbestos, Quebec, mine workers, X-rayed in 1974, were found to have lung abnormalities, the Quebec provincial inquiry into health hazards in the asbestos industry was told.

Dr. William Nicholson, a faculty member of the Mount Sinai Medical School in New York, told the inquiry, at its closing hearing on February 28, that a first reading of the X-rays found 60 per cent of the workers with lung abnormalities. But he said the Mount Sinai doctors had been conservative in their evaluations, and that a re-evaluation by experts from the medical school at the University of Pennsylvania raised the percentage to 84.

Two-fibre limit

The federal government has set a limit of two fibres per cubic centimetre in the air surrounding asbestos mining, mill and dry rock storage operations. While worker safety falls mostly within provincial jurisdiction, the federal government has the authority to regulate the environment, and has established the two-fibre limit under the Clean Air Act.

On the recommendation of the department of national health and welfare, the two-fibre limit has been set for federal enterprises under Part IV of the Canada Labour Code, and for federal government departments under treasury board standards.

The limit is similar to that in force in Ontario and Quebec, but stricter than the five-fibre limit permitted in British Columbia.

Quebec has launched a provincial inquiry into dust levels in its mines and factories, and has given it a mandate to visit mines to determine whether a five-fibre limit would be adequate to safeguard workers' health.

The province's biggest mining company, Asbestos Corporation, told the inquiry it could not meet that limit by January 1, 1978, but that it will spend $17,350,000 over the next three years trying to reach it.

The company also asked the provincial government for financial assistance.

EDUCATION

Higher marks, higher pay

Graduates of the Master of Business Administration program at Stanford University with high grades earn more than those with lower ones.

Researchers at the university tabulated the second-year averages of male students from seven previous classes and checked each student's earnings five and 10 years after graduation.

They found the top one third of the students earning an average of about $300 a month more than the lower one third after five years and about $700 a month more after ten.

The findings are particularly significant at a time when some U.S. colleges and universities — including the Stanford graduate school of business administration — are discarding their traditional grading systems.

Challenge of change

An article in the British journal *Industrial Society*, says the days are long past when a university degree was all that was needed to reach the top. In today's competitive business climate, ambitious managers know they must continually update their knowledge.

Its author, Alan Cowling, principal lecturer in personnel management at the Polytechnic of Central London, says management education is needed, whether through a series of short programs, a "longish" full-time program or even attendance at part-time courses. He also says it is needed by managers of all ages, whether in their 20s or their 50s.

"Today's manager can no longer leave his career to luck or complacently assume that a benevolent organization will look after him through thick or thin," he writes. "The turbulent late 1970s and the 1980s lie ahead." Many managers would have to change their jobs or their way of doing their jobs during the next decade.

Cowling defines management education as "the process of acquiring knowledge and skills of direct relevance to the job" of a manager, and says its most important function is to produce "effective" managers.

STRIKES AND LOCKOUTS

Bosses locked out

Usually lockouts are conducted by employers, but 70 women workers in Thailand locked out their bosses. The employees, who were protesting pay and working conditions in the Hara garment factory in Bangkok, continued to produce jeans and hats, and sold them to support their five-month sit-in.

UNIONS

BRASC's Canadian division

The 25,000 Canadian members of the Brotherhood of Railway, Airline and Steamship Clerks now have their own division within their 250,000-member international union.

At a founding convention in Winnipeg in February, 18 delegates adopted a constitution and policy statements and elected J. (Bob) Cranch, a full-time officer of BRASC since 1967, as the division's first secretary-treasurer.

The constitution provides for a Canadian convention every four years, with a Canadian national executive council to enforce convention policy and "act on all common matters of policy, finance and membership."

The founding convention called also for the establishment of a committee to review the structure of the union in Canada and report back to the next convention.

The Canadian officers now will be formally elected at the Canadian conventions. Previously they were elected at the union's international conventions from a slate of nominees chosen by the Canadian caucus.

BRASC's first Canadian president, W.C.Y. McGregor, made it clear in his keynote speech that the Canadian members were not setting up "a separate and independent national entity by breaking away from the international as some have done and as some others have misinterpreted the intention of this event.

"Nor are we here to indulge in a mock ritual to change the image but not the substance of our Brotherhood in Canada," he said. "We are here to establish a fully functioning Canadian division of a truly international union, a division with its own constitution, its own policies and its own financial and administrative officers who will be accountable to a convention of Canadian members."

BRASC's members are drawn from transportation and related industries including railways, trucking, airlines, grain handling and shipping. They are in clerical jobs and occupations such as stevedoring, truck driving, railway dispatching. They also include air passenger agents, ships' clerks and several other work categories.

Teamsters "go Canadian"

The Teamsters union is building a new Canadian structure with three regional divisions and five trade divisions.

Senator Ed Lawson has been appointed the international director of the Canadian conference. Peter Wilson of Vancouver has been named regional director of the western division and director of the dairy and sales drivers' division, Bob Wilson of Toronto, the central division, and Omer Malboeuf of Montreal, the eastern division.

Charles Thibault of Toronto takes charge of the national freight and cartage division, as well as being general organizer of the International Brotherhood of Teamsters. Joe Whiteford of Vancouver, who is also a general organizer, heads national construction; Jack Robinson of Toronto national warehouse and miscellaneous.

The fifth division covers brewery and soft drink workers whose division is led by Louis LaCroix of Montreal.

For Teamster executives Lawson and Peter Wilson, "going Canadian" means a "tripling in brass."

Lawson already had two jobs as an international vice-president and president of the Teamsters joint council 36 covering B.C. and the Yukon. Wilson, who added two posts is vice-president of the joint council in Vancouver.

A recent founding convention adopted by-laws that provide for the election of a 10-member policy commission from joint councils and locals across Canada.

The Canadian conference plans a national office with bilingual research facilities in Ottawa and a finance and administrative office in Vancouver. Its annual budget will be $750,000, financed two thirds by the international union and the rest from the Canadian section.

DISCRIMINATION

Pension and health benefits

A report prepared by a Quebec provincial government committee

recommends legislation to end company insurance, pension and health programs that pay lower benefits to women than to men.

The report deals only with pension and medical insurance programs to which both employers and employees contribute. Social Affairs Minister Claude Forget has asked for comments from interested parties before legislation is drafted.

The report says that although benefits to men and women should be equal, women could be charged higher premiums for pension or life insurance schemes leading to a retirement income, because women generally live longer than men.

The committee found that more than 30 per cent of life insurance plans offer benefits differing according to workers' sex and marital status.

COLLECTIVE BARGAINING

Breakdown benefit

The eleven employees of the student society of Simon Fraser University have negotiated a contract benefit that is believed to be unique in North America: five days off with pay in the event of a marriage breakdown.

The employees say this is logical because their contract gives them five days off with pay to get married.

The contract also provides that any employee may take two weeks off with pay if he or she is adopting a child. A male employee gets two weeks paternity leave while his wife gives birth, and a female employee who takes maternity leave of up to 15 weeks takes no cut in earnings. The student society has agreed to make up the difference between unemployment insurance benefits and what she would normally have earned.

MULTINATIONALS

Not all bad

Multinational corporations are not all bad, according to a recent International Labour Office Study, reported in the British weekly magazine, *The Economist*. Some of its findings, which the ILO says are tentative:

- Multinationals have created two million jobs in the third world, a trivial number in relation to its work force but appreciable when set against its 54 million unemployed.
- A study of eleven European metal companies suggests that production jobs lost through transfers abroad are more than balanced by technical jobs created at home.
- Multinationals do little basic research in the third world, but they train production workers to the same degree as do local firms. They also tend to replace expatriate managers with locals as fast as they can.
- In developed countries, newly-arrived multinationals may pay better wages than local firms, but later, they generally adapt to local levels. In developing countries, multinationals pay significantly more than average wages but they also make more profits.
- Most multinationals adapt to local labour relations practices, but important exceptions were noted in every country studied.

CONSTRUCTION

Instability

An Economic Council of Canada study says construction investment has been unstable for several decades, and has contributed more to instability in the Canadian economy than all other investment sectors combined.

The study also suggests a way in which this instability could have been avoided: a policy package combining a more stable growth of the money supply and a more stable disbursement of government grants with a partial rescheduling of major government-sponsored construction projects.

Had policies been designed to integrate better the resource boom of the 1950s — the construction of the St. Lawrence Seaway and the trans-Canada pipeline — the instability of construction would have been reduced by an estimated 30 per cent, the study said.

The 156-page report, entitled *Construction Instability in Canada*, was prepared by Ludwig Auer. It carries the usual disclaimer that the views expressed are Auer's and not those of the ECC.

Employee obsolescence: a shared responsibility

by James W. Westcott

Skill obsolescence threatens all workers, regardless of their level in a company, but its significance increases as one goes up the ladder. At the lower levels an individual is relatively powerless to significantly protect himself, but as one progresses into supervision and management there is greater individual responsibility to provide reasonable solutions to the problem.

Although obsolescence of skills is not new, it is increasing at an ever-accelerating rate. Among the factors responsible are:

Technological change: At the production level, new methods or technology can make the skills of workers obsolete overnight, and there is little that the individual can do about it. At the management level, new techniques or equipment may significantly alter management roles.

Economic pressure: Inflation, foreign competition, pressure from multinational companies, and costs associated with meeting social goals such as reducing pollution, are increasing financial pressure on companies.

They must do more at less cost to stay competitive and viable. Adjustments to meet these pressures result in a search for new production techniques and more efficient work methods. Organizations that cannot cope with the new challenges become obsolete, and so do the jobs of all or most of their employees.

James Westcott is president of James W. Westcott and Associates, industrial psychologists and personnel consultants, Toronto.

Increasing complexity of jobs: One way to reduce costs or increase productivity is to automate jobs as much as possible, and to use people as machine-tenders. The other approach is to make more demands on the individual. In general, the lower-level jobs tend to be automated and the upper-level ones become more demanding. The implications for obsolescence are serious at both ends of the spectrum, but at the upper end the individual can do more to adjust.

Most people have a fairly good idea of how they are doing, even if they don't like to admit it. A few fool themselves completely and a few others are oblivious to what is happening.

At the supervisory and management level, the employee may find that his name is being left off circulation lists, he is not invited to meetings, deadlines are harder to meet and other people get promotions that he thought he would get.

In some organizations, people are never told what is expected of them...

At the worker level he may find that the hiring standards for his type of job are rising, that his new workmates have skills he doesn't and are assigned to the newer, and perhaps more challenging, jobs.

As time goes on, things become less subtle. He may be fired, or given a job with less responsibility — maybe even at lower pay — or he may simply be left with pay and title but with little or nothing to do. Terminal obsolescence has now set in!

Proper attention to long-range planning, effective hiring standards and good personnel management can reduce the problems. If the organization knows where it wants to go and what it needs to get there, there will be fewer surprises.

Long-range plans will tell management what skills will be needed and give employees time to develop them. It is necessary to select employees with a capacity for growth and development, and, personnel managers must insure that the proper training and development opportunities are available.

An example: a company plans to computerize its accounting system within the next two years, but fails to give the chief accounting officer the time or opportunity to equip himself for new responsibilities. When the officer subsequently proves inadequate to the task, he is dismissed and is tagged with the stigma of failure, even though it is really the empoyer who has failed.

Lack of adaptability or failure to grow with the job is not always the fault of the individual. Some organizations actively discourage pursuit of learning opportunities, for fear of enhancing their managers' salary expectations or their value on the job market. Others expect junior managers to become superb decision makers without ever delegating any responsibility to them.

Inadequate communication is another common source of managerial failure. In some organizations people are never told what is expected of them, and therefore have no opportunity to correct possible shortcomings. In one recent instance, a manager was dismissed for incompetence six months after he had been given an excellent performance appraisal and a raise in pay. Why? The appraiser didn't know what the manager was supposed to be doing.

...obsolescence is more susceptible to prevention than to cure

How to tackle the problem? Like many other disorders, obsolescence is more susceptible to prevention than to cure. Since the problem normally occurs when growth of the individual and growth of the organization are out of step, it follows that management should know where it is going, what jobs need doing, and what kind of qualifications are required before either recruiting or promoting people to responsible positions.

If the job is likely to change or expand, the employer should use psychological assessment to determine the candidate's growth potential and adaptability. Past accomplishments are at best only a partial clue to a manager's future performance. They give no indication of whether a person has peaked, or merely taken a few steps along the road to development.

Careful screening of candidates and definition of the job are the best insurance against employee obsolescence, just as rigid adherence to a seniority system is an open invitation to failure. There is no virtue in promoting people to their level of incompetence.

One chief executive who adhered religiously to his belief in promotion by seniority opened up the vice-presidency to a succession of internal candidates, on the theory that, "We owe every one of them a chance to fail at this job." Quite predictably, they all did.

While prevention will minimize the incidence of employee obsolescence, it cannot be expected to eliminate it completely. Some circumstances or pressures simply cannot be foreseen. A person who was right for a job yesterday may be wrong for that job today or tomorrow. What should an employer do when faced with the fact that after years of service the employee has ceased to function as an effective member of the organization?

There is no virtue in promoting people to their level of incompetence

Change the person, change the job, or change the environment. To be more specific:

- If a job calls for new qualifications and the incumbent is both willing and able to learn, provide the necessary training.
- If the job has clearly outgrown the incumbent's ability to handle it, try to restructure it and leave the incumbent in charge of those components that he or she is competent to handle.
- If the incumbent is clearly beyond his depth and it is impractical to

NFB

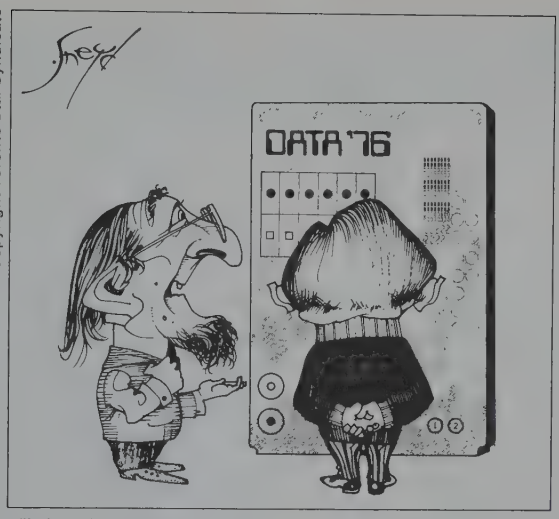
Right for a job yesterday — wrong today?

restructure the job, reassign him to some other position, even if it means a demotion. The change of environment and the satisfaction of doing a manageable job may outweigh feelings of humiliation.

While there are some things that the individual cannot control and about which he may not have advance warning, the wise employee will learn to maintain personal growth and to avoid being laid off. The basic thing is to assume a conscious responsibility for his career, to keep aware of what may have an impact on it and to be prepared. There is little room for complacency.

I once interviewed a "practical accountant" who had just been fired by his long-time employer because he could not handle the increasing complexity of his work. He was intelligent and hard working. A few years before, when he wanted to earn more money, he took a second job doing the same kind of work. He put in many hours a week but did not increase his skills. His decision to increase his income by working more rather than by upgrading his skills was effective in the short term, but disastrous in the long term. He was working so long and was so tired, he didn't even notice his growing obsolescence until it was too late.

A person should be realistic about his or her goals, realistic in terms of ability and training, both obtained and obtainable. Sometimes an employee does not wish to or cannot acquire the new skills necessary to retain his job or to advance in a particular company. His choice may be to take a lesser job where he is, or to move to another company where his skills are still needed. He must, however, be prepared to make another move if his second company grows.



"It does the work of 10 businessmen or 25 government employees."

In short, if the individual is to avoid obsolescence he should set realistic goals, keep alert to the changes that will affect him, and do what is necessary to be current. This may result in a deliberate decision to move to a less highly-developed organization.

In most cases of employee obsolescence, both company and individual must share the responsibility. It is better to face the problem directly and quickly than to try to avoid it and hope that it will go away.

One of the more unfortunate legacies of the 1930s is the widespread notion that any job is better than no job at all, that even temporary unemployment is an unmitigated disaster. This is not true.

Keeping men or women in jobs for which they are not qualified is false kindness

Keeping men or women in jobs for which they are not qualified or where they are unhappy is false kindness. It undermines their self-respect and allows any skills and abilities they do have to degenerate through disuse. Far from protecting an individual, all it may achieve is to postpone the day when something finally snaps and he resigns or is fired — an older, less competent, and far less desirable candidate for alternative employment than he otherwise could have been.

It makes sense to explore with the employee the various possibilities that are open if the job or the individual cannot be changed:

- early retirement;
- outplacement assistance and severance pay if the person does not wish to retire;
- reassignment within the organization where possible.

It can offer the individual a new start, a new career and restored self-confidence and respect. lg

Preventing skill obsolescence — a continuing challenge

by Gloria Quinlan

In the time it takes you to read this article, some part of your job may become obsolete. The threat of obsolescence hangs over the head of every person in the work force. Doctors, engineers, skilled workmen and assembly line workers, all are required to meet the constantly changing demands of the marketplace.

Obsolescence can be treated as either a threat or a challenge. How individuals view the problem determines how they will respond to it. They can either ignore it and hope the problem will go away, or they can try to do something about it. An increasing number of people are finding education to be a useful solution.

Adult education today is booming. As Canada's population grows older and the population bulge moves from adolescence to adulthood, the concentration of educational needs changes. Educational services are also changing to reflect these needs. One particular need that adult education is fulfilling is the demand for courses relating to careers. This socio-economic relationship is demonstrated by figures from Statistics Canada which show that within the 10 year period from 1962-63 to 1972-73 the growth in full-time university enrolment grew by 127 per cent, while the growth in part time enrolment was 363 per cent. By 1972-73, there were more than 30 per cent more people in evening courses than in the regular programs. While these figures represent only a portion of the adult education market, they are generally accurate reflections of what is occuring in the entire field of adult education.

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An increasing portion of adult education courses are career-oriented. Within part-time university enrolments, more than 70 per cent of participants are taking professional development courses. One does not need to search very far to realize that the increase is due to "change."

Change is endemic to our society. We are undergoing rapid technological change coupled with a reorganization in the patterns of work. The impact of so much change on employment elicits strong emotional reactions. To people who find it difficult to adapt and be flexible, the threat of change in their work environment hangs over them like a sword of Damocles. To others, who are accustomed to living with change, it is a positive opportunity to expand their knowledge and horizons. Some of them even anticipate change and learn new skills before they are required.

We no longer expect that education received in high school or university will be sufficient to carry us through an entire career. Education is simply a passport to enter a job or career. And like passports that have to be renewed every five years, our learning needs periodically to be updated.

The lifespan of knowledge is growing shorter. Man's knowledge doubled in the first half of the 20th century. It now is estimated that it will double every five years or less, meaning that half of what we learn today will be obsolete in only five years. While this does not hold true for every job, more jobs are becoming subject to change from reorganization or redistribution of duties, as well as by infusions of new knowledge.

When considering the problem of change, and therefore obsolescence, it is helpful to separate it into two areas. One is obsolescence of the job, which requires retraining for an entirely new career. The second is obsolescence of information which creates the need for constant updating. These two areas of obsolescence encompass the entire work force. No one escapes. The blue-collar worker may suddenly find his job automated and himself redundant and expendable. The professional can quickly find his knowledge out-of-date and his competence in question.

Obsolescence, whether of job or information, is therefore of common concern to the entire labour force.

A variety of responses to the problem of obsolescence have evolved. The solutions vary depending on the level of concern and responsibility involved. Generally, if an individual is worried

bout keeping himself up-to-date or mproving his career outlook, he vill take the credit and non-credit courses offered by school boards, colleges and universities. If a business or company is concerned about the quality of its staff, it will offer in-service training sessions. Professional associations are also becoming active in their concern that members keep themselves up-to-date and sponsor seminars and workshops tailored to their members' interests and needs. On a national scale, public concern for the quality and quantity of the manpower supply and its proper distribution has been the impetus behind the federal government's manpower training programs.

A great deal of informal learning also takes place. Reading technical journals, and discussions with colleagues are an important part of the workday and contribute to keeping people abreast of developments.

When considered in total, the activity and energy expended on career-oriented education, both formal and informal, truly is staggering. It would be safe to predict, however, that the time and money spent in the past five years to combat obsolescence is only a fraction of what will be spent in the next five as the pace of change becomes more widely recognized and more people enter the labour force.

Professionals are being forced to devote more time, thought and money to keep up with advances in their field. In engineering, architecture and medicine, changes in equipment, materials, and techniques are readily apparent. The growth and development of the computer — particularly the mini computer — has revolutionized the practice of chartered accountants. Inflation and new tax laws have also affected lawyers and accountants.

The backbone of all professions is their code of ethics, which generally states that "a professional shall undertake only such work as he is competent to perform by virtue of his training and experience." This precept has left the problem of keeping up-to-date to the individual professional who must diagnose learning needs, determine deficiencies, seek out the courses, workshops or reading materials to meet his requirements. Finally, he or she must have sufficient self-motivation to take the appropriate course of action — a lot to expect from busy people. Many professional associations are taking steps to ensure that their members are current in their knowledge.

We no longer expect that education received in high school or university will be sufficient to carry us through an entire career

The individual alone can no longer be expected to cope with the accelerating pace of change, and needs the help of a professional organization. Furthermore, the associations are increasingly aware of their responsibility to protect the public from practitioners whose standards of practice are below par. Professional development appears to be one way to keep all members up to acceptable standards.

The Canadian Institute of Chartered Accountants — the national organization of Canada's approximately 25,000 chartered accountants — is a prime example of a professional association concerned with the continuing educational needs of its members. A "special committee on required professional development" was set up by its board of governors to investigate and make recommendations on the feasibility of introducing compulsory requirements. As part of its investigation, the committee surveyed six other professions in Canada: engineering, law, medicine, nursing, dentistry and architecture.

A questionnaire was sent to provincial and national organizations of each profession and a total of 52 replies — a 73 per cent response — were received. The results showed that the medical professions have made the greatest inroads into professional development programs for their members. Of the 29 dental, nursing and medical respondents, all except one encourage their members to take continuing medical education, and more than half offer courses, themselves. Three have instituted "required professional development" whereby members must obtain a specified number of course points or credits within a limited period of time or forfeit membership. In most cases, forfeiture means loss of right to practise.

Of the seven engineering associations which replied, all encourage their members to take further education, and four of those either offer courses or sponsor them indirectly through colleges and universities.

All except one of the architects' associations encourage their members to take professional development. Three offer courses and two do not because of small memberships. Two associations are considering mandatory requirements.

Of the 10 respondents in the legal profession, only one does not actively encourage continuing education, yet all offer courses for members. Four law societies have the matter of compulsory requirements under review.

The survey also showed that of the organizations which sponsor courses, one third have done so,

only since 1970. This growing interest in maintaining up-to-date knowledge and skills for their members is clearly a recent phenomenon and no doubt a harbinger of things to come.

The Canadian Institute of Chartered Accountants again is a case in point. Professional development courses were started in the 1960s. They have grown quickly in recent years, and in 1974-75, the annual expenditure on courses was $850,000. For 1976-77 it is projected to be $1.8 million.

Eric J. Reynolds, director of professional development for the institute states that "obsolescence is a serious problem, but we have no handle on just how serious." He feels that although compulsory requirements ultimately will become a reality for most professionals, he would prefer to use persuasion so that members would themselves learn the benefits of taking courses.

Required professional development has been a reality with the College of Family Physicians of Canada since 1954. It is the oldest such program in Canada. The prime objective of the college is to keep its voluntary membership of 4,200 general practitioners up-to-date. Postgraduate study of 250 hours every two years is required to maintain membership. Because it is a voluntary organization, it cannot impose the threat of loss of license to practise should members not meet their requirements. Even so, the number who fall short of the 250 hours and therefore lose their membership, is less than 1 per cent a year.

Dr. Donald I. Rice, the executive director, feels that eventually, all professionals will need to demonstrate competence for license renewal. Rice thinks that the more professional development can be built into daily living, the better it is. He cites as examples the use of audio cassettes which can be played at any time — when driving or relaxing.

Another technique the college uses to help keep its members current is a self-evaluation questionnaire which is included in its magazine distributed to 18,000 physicians. Questions are marked by a computer, and the results, accompanied by a reading list in areas of deficiency, are returned.

This experience demonstrates the role of a professional association in helping to prevent obsolescence.

What about the future? Obsolescence will continue to create a need for retraining and professional development. A number of other factors also will influence the growth of career-oriented courses.

It is generally recognized that activity in adult education is related to the highest year of schooling completed. Statistics also show that younger adults in the 25 to 29 year age group are more likely to participate in continuing education than are older people. As incomes rise and the workweek shortens, more people will have a greater opportunity to participate in continuing education. Young people will be motivated to take professional development courses because it will have a real payoff in increased earnings and job prestige. Housewives returning to the marketplace, career mobility and a greater prevalence of sabbaticals, will add to the demand for career-oriented courses.

The Commission on Post-Secondary Education in Ontario foresaw these developments and tried to prepare for them. It recommended:

- shorter courses for intensive upgrading or retraining for professionals and para-professionals;
- part-time and full-time students should be equally eligible for student assistance programs;
- a structure be devised for investing funds income, salary or wages to provide for periodic study leaves where it is desired by the professional, salaried employee or wage earner;
- that refresher courses be developed to provide for the continued competence of people operating at all levels; and
- future agreements between unions and employees to permit workers a choice of either salary increase or equivalent educational benefits for studies of their choice.

These proposals are both necessary and desirable, but can our society sort out its needs and priorities in order to implement them?

Traditionally, professional development has occurred in a haphazard, unplanned manner. Now, the introduction of mandatory requirements is being imposed on professionals. In the minds of some, there is no doubt that required professional development is coming. Professional associations are likely to continue to set standards and mandatory requirements for continuing education are likely to be part of the policing to ensure standards are maintained.

Much the same will be in store for the rest of the labour force. Whether education will be chosen by the individual or imposed on him by his employer, it is clear that the prime ingredient for successful participation in today's labour force is the ability to cope with change. The sooner this fact is accepted and acted upon, the better prepared we will be to face the challenges that change presents. lg

Labour and management — can they be allies?

by H. Carl Goldenberg

Labour and management are mutually dependent and, therefore, *must* be allies. Without their allied efforts the modern industrial system would not exist.

Why then is their relationship marred from time to time by conflict? In a society where people enjoy freedom of expression and the right to bargain collectively for the determination of earnings and working conditions, it is inevitable that there will be conflicts.

We have for some years been living in a period of worldwide unrest that is by no means restricted to industrial relations nor to those who have traditionally been considered "labour." Strikes are no longer confined to workers in mines and factories. In Canada and the United States, there have been strikes by medical doctors, engineers, university professors, school teachers, nurses, civil servants, policemen and firemen.

A few weeks ago, in France, thousands of lawyers, including virtually the whole Paris Bar, went on strike in protest against a government measure aimed at decreasing legal fees, and they walked out of the courts in their formal robes to join a mass demonstration.

A basic cause of industrial unrest is that we are living in a society of rising expectations, where more and more people want more and more of the good things in life. Industry encourages and intensifies their demands by mass advertising

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and the styles of living it portrays, particularly on television. Banks and finance companies encourage and facilitate the borrowing of money to attain those styles.

Rising educational levels also increase the desire for more material goods. In this respect workers are no different from other people, and they look to their trade union leaders to obtain for them the necessary means to satisfy their growing wants. As the younger generation of workers takes over, the unions become more militant in their demands and the older leaders face rebellion if they cannot succeed in satisfying them.

Increasing demands flowing from rising expectations, particularly in a period of serious inflation, naturally create friction between labour and management. But it is not only money disputes that may disturb labour-management relations.

Another basic cause of industrial unrest today is the fear of workers that they will be displaced because of technological change. Men trained in particular skills may find that such skills are no longer required because they have been replaced by machines. They may be at an age when they can no longer be retrained or obtain new employment and the loss of their jobs may affect their pension rights and other acquired rights.

There is, fortunately, a growing realization that it is the responsibility of management to give adequate advance notice of proposed changes, to consult and seek agreement with the union representing its employees on the best means of adjusting to the changes, and to provide for compensation and, where possible, retraining or relocation. This is now provided for in major collective agreements and, to a degree, by law. It is essential to adapt both law and practice to the human requirements of a changing industrial society. Job insecurity does not help maintain the morale of the workforce on which good employer-employee relations depend.

Workers' morale will also deteriorate in industries that are subject to a relatively high rate of accidents, and in those where the use of hazardous substances endangers the health of the employees. If such industries are more subject to industrial conflict than others, it is because these occupational hazards are important underlying factors. A worker who, rightly or wrongly, feels that his health or his safety are not matters of concern is little inclined to be a friendly ally. If governments will set proper standards and enforce health and safety regulations effectively, they will also improve the climate of industrial relations.

But in this area, governments — regrettably — tend to economize.

There are also other factors affecting labour-management relations. We hear much these days about the effect of the generation gap on our society. It also affects industrial relations. The younger workers tend, perhaps naturally, to be more militant in their relations not only with the employer but also with their own union leadership. They are often responsible for the rejection of agreements negotiated by their union officers.

The seniority rule is a basic provision in collective agreements. It provides a form of job security for longer-service employees as well as a preference with respect to other benefits. One of these preferences is frequently the choice of vacation schedules. The older workers can thus choose to take their vacation in July and August, when the schools are closed, while the younger workers, with school-age children, are prevented from taking their holiday with their children because, until they have acquired the necessary seniority, they are forced to choose a time during the off-season. This causes discontent and may contribute to the rejection of an agreement.

Another instance of the generation gap is the difference in attitude towards an increase in wages versus larger pensions. The older worker is naturally more interested in his pension, the younger prefers immediate wage gains. As a result, in a vote on a new agreement which appears to place more emphasis on pension improvements than on wage increases, the agreement may be rejected if the younger employees are in the majority. Here we have a conflict of interest not between the employer and the union but between the younger and the older employees. Such conflicts create problems for unions and complicate contract negotiations.

The attitude of younger workers is also affected by monotonous and, to a degree, dehumanizing work. Charlie Chaplin showed the effect of repetitious and tedious tasks on the worker in his famous motion picture, Modern Times, some 40 years ago.

The monotony of the task on the assembly line is now a major cause of absenteeism, alcoholism and high labour turnover in factories. The younger and better educated workers of today resent regimentation. Moreover, they are more mobile and less attached to the job as such than those who preceded them. They give vent to their frustrations in militancy and may even prefer a strike to a settlement, because a strike provides a relief from the monotony of their jobs.

A basic cause of industrial unrest is that we are living in a society of rising expectations

Enlightened employers in North America and in Europe are now recognizing the gravity of this problem and are seeking methods for "humanizing the work place." "Group assembly," for example, provides each worker in the group with a greater variety of tasks and more opportunity to use his skills.

In this context, a major Canadian corporation is now experimenting with a system that allows employees to learn all the jobs in the mill and to switch jobs regularly for variety. The program was initiated jointly by the employers and the union. By making work more interesting and more challenging, the psychological causes of conflict, which are very important, can be reduced.

Collective bargaining in good faith is predicated on a certain minimum of mutual trust and confidence. And the latter are more likely to develop where labour and management are in communication with each other in their day-to-day relationship than where they meet only as adversaries across the bargaining table to negotiate the renewal of a collective agreement every two or three years. On-going consultation during the life of the agreement can serve to reduce tensions and narrow the area of conflict by resolving contentious issues in advance of formal contract negotiations.

Where there is a will, responsible employers and responsible unions can adapt the collective bargaining process to a co-operative approach that avoids confrontation and its consequences.

In the recent past, inflationary pressures have greatly increased the number of man-days lost through strikes, with the result that the right to strike and its extension to the public sector has become a matter of serious concern. There is more and more questioning of the adequacy of existing laws to protect the interests of the parties and, more particularly, the public interest.

Should the right to strike, which is already carefully defined by law, be further restricted? Should strikes in certain services be prohibited? Should we try to set up new machinery for dealing with industrial disputes? Should we adopt machinery and practices that we are told have worked better in other countries? It is easier to ask the questions than to find the answers.

There is no cure-all for settling industrial disputes without strikes or lockouts. Simplistic solutions, of which there are many, will not do. Nor can we easily transplant to

diverse country like Canada the entralized bargaining system of weden, where approximately 95 er cent of blue-collar workers and bout 70 per cent of white-collar orkers are unionized as compared ith one third of non-agricultural orkers in Canada. Even in weden, the incidence of strikes as increased, the number of an-days lost rising from an verage of 49,000 in the period from 960 to 1968 to almost 840,000 in 971.

Australia's experience with compulsory arbitration proves that prohibiting strikes does not prevent hem from occurring: it merely makes them illegal. Between 1962 and 1971 the number of working days lost through strikes in Australia rose from 508,000 to more than 3,060,000.

Laws in themselves cannot solve the problems flowing from the conflict of interests that gives rise to industrial disputes. Problems in labour relations are human problems; they are not purely legal problems.

This does not mean that laws are not necessary to restrict the exercise of the rights of both unions and employers.

Trade unions are no longer voluntary associations of workers; they have acquired quasi-public powers. They now have monopoly bargaining rights in units appropriate for collective bargaining; they may freely negotiate union security clauses ranging from an "open union shop" to a "closed shop;" and they have almost complete control over entrance requirements and continuing membership. Such rights and powers lend themselves to abuse and call for protection by law of the rights of the individual worker. They also call for responsibility to the public.

In industrial relations, the public image of the parties is important. It is a factor that neither labour nor management can afford to ignore. When management provokes its employees by arbitrary exercise of its disciplinary powers or by permitting grievances to accumulate or by stalling negotiations, it is acting irresponsibly. Similarly, when unions call strikes that are unjustifiable or employ unreasonable pressure tactics during negotiations, at the expense of sections of the public, or make demands that disregard the broad public interest, they are acting irresponsibly. The public is not aware of the frustrations that lead to irresponsible conduct but responsible labour leaders know that unions cannot ignore the impact of their conduct on public opinion.

It follows that with the extension in recent years of the right to strike to employees in the public sector, regard must be had to the effect of the exercise of this right on the public interest. Where the interests of a group conflict with the overall interests of the community, the public interest must prevail. Accordingly, where the health, safety or security of the public — as distinct from its convenience — are likely to be injuriously affected by a work stoppage, the law must provide for appropriate and enforceable measures to assure the maintenance of vital services and a reasonable minimum of other essential services affected by the dispute.

To this end, the legislation governing the federal public service provides for the designation of employees whose task is deemed essential and who are, therefore, prohibited from participating in a work stoppage. Where the public interest is in fact threatened, the state must act to protect it.

In Canada, government now has gone beyond dispute settlement in intervening in industrial relations. Basing its action on the national interest, Parliament enacted anti-inflation controls that include the imposition of limits on wage increases over the next three years. Wage settlements in collective agreements to which the controls apply must now be acceptable to government representing the public. The final decision rests with government agencies. The effect, of course, is to limit the freedom of the parties to bargain collectively on wages. This is a radical change in our industrial relations system and some of the reactions are, therefore, understandable.

Government must appreciate the impact of a radical change in policy on established institutions and be prepared to revise it as may be required, with particular regard to the need for equity in its application. Both labour and management have an interest in participating with government to this end.

As the air clears, it is to be expected that the parties will somehow adapt to the new situation. In the United Kingdom where, admittedly, the rate of inflation has been much higher than ours, labour and management, co-operating with government, have succeeded in adapting collective bargaining within the confines of a maximum flat wage increase of six pounds a week. How the parties adapt in Canada will materially affect the climate of industrial relations for some time to come. In my opinion this will be largely determined by the effectiveness with which the Anti-Inflation Board exercises its powers to control prices and profits. lg

The foregoing was condensed from a recent address by the author to the Canadian Club of Montreal.

Single-team bargaining

by Ted Weinstein

When negotiators for Labatt Breweries of Canada open contract talks with their union counterparts, their goal is to get a settlement favourable to the company, which at the same time will win union ratification and avoid industrial unrest. But other thoughts go through their minds — concepts such as employee self-esteem, dignity, motivation — and play an important part in bargaining. In fact, these concepts are an integral part of Labatt's "single-team" bargaining strategy.

"Defusing the confrontation mood of contract bargaining is the thrust behind single-team bargaining," says Thomas Crossman of London, Ont., Labatt's personnel director and creator of this unique form of negotiation.

Union and company work jointly to solve problems brought up by either side. "The solutions we work out are mutually satisfactory. In our view — a view shared by the employees' union — single-team bargaining means the union and company are on the same side. We work for the same company, we both have the same goals: what's good for the company is good for the union."

Crossman's brainchild was put to the test in 1972 when he was Labatt's labour relations director. (Crossman now does not negotiate contracts, but his bargaining teams are thoroughly versed in the single-team method.) Contract talks with the Edmonton local of the union — then the International Union of United Brewery, Flour, Cereal,

Ted Weinstein is an information officer with Labour Canada.

Soft Drink and Distillery Workers of America — had broken down and a strike was only hours away when Crossman suggested everyone take a break. As he and the president of the union local sat in lounge chairs, Crossman asked outright what was bothering the union.

In the following few minutes, Crossman saw the union concerns, problems, and frustrations from the employees' point of view. Armed with a better understanding of the union's unwillingness to settle, the company negotiators returned to the bargaining table and several hours later signed a new contract.

Single-team bargaining was subsequently revised, improved, and adapted. Based on the premise that Labatt's 2,600 unionized workers are employees of the company first, and union members second, single-team bargaining stresses co-operation over conflict in union-management relations.

"What's good for the company is good for the union"

The rules are simple. Union and management representatives prefer to sit in a casual setting rather than use a bargaining table delineating sides. If a table is needed, the representatives are interspersed around it. Flip charts focus attention on solutions to problems, not differences in point of view. In discussing problems, there is no one spokesman. Anyone may speak on any subject. No statements are binding. The constraints and limitations in solving problems are outlined at the beginning. Neither side refers to itself as the union or the company. Any agreements reached are accepted in writing by both sides.

The philosophy and trappings of single-team bargaining are simple, but they yield results. In fact, recalls Crossman, "even the expression 'single-team bargaining' was coined by the very method we had used to avoid the Edmonton strike. After we had signed the agreement, we sat around, discussing what had just happened. We were trying to verbalize our experience, our feelings. 'What are we going to call what just happened?' someone asked. A union representative said the agreement had been negotiated as if there were no sides, there was no union-versus-management mentality. 'It was as if we were one team,' he said. I agreed, so did the other persons in the room, and the process of single-team bargaining was named through the actual application of the theory."

Through single-team bargaining, Crossman continued, Labatt tries to

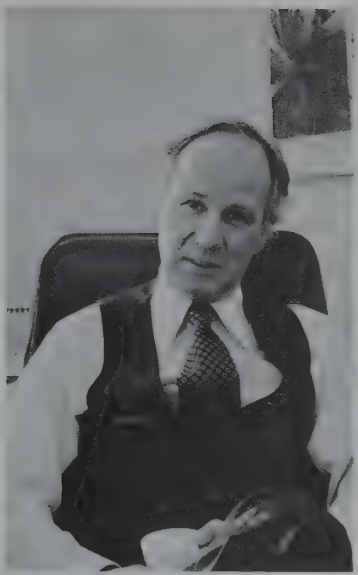
atisfy the needs of its employees. Everyone wants to retain individual gnity and self-esteem. We go a ep further, we try to recognize a erson's need for self-actualization. Ve want to involve our employees the problem-solving process.

Is not the success of any rganization as much a concern employees as it is to the company? Don't forget, the union as a stake in our company. No ne wins when employees strike for nattainable demands. I think ve've long passed the point at which abour is being exploited. Unsafe onditions, long hours in weatshops, job insecurity, are ot the issues today that they were 5 years ago. To me, this implies change in the purpose of unions.

"I must point out, however, that single-team bargaining is only effective in discussing non-monetary issues such as contracting out, management rights, casual labour, and so on. We do not discuss wages or benefits in this context. But through the single-team approach, we establish a mood of co-operation, trust, and mutual respect. By the time economic issues arise, we have established team feelings, and economic talks can go smoothly.

"Single-team bargaining doesn't mean that the union is giving up its demands. What changes is the method by which you determine what the final settlement will be. We agree on the general range in which the final figure will fall, then we bargain on specifics."

Crossman emphasizes that single-team bargaining is meant to give the union greater say in problem solving and change implementation. It is not meant to compromise the union. All



Crossman: "We want to involve our employees in the problem-solving process."

employees have knowledge and skills related to their jobs and their work that can be helpful both to the company and to themselves. The new role of unions, he says, lies in this area: to enable union people to participate meaningfully in the decisions made by management that affect employees.

"I mean participation in the sense of a union being a partner in the organization rather than a hostile party. Unions are legitimately entitled to be full members of our organization. Management still has to manage, but if the full resources of the organization are not being utilized, and this includes the human resources, management is not optimizing."

Single-team bargaining is not meant to circumvent the joint consultation process, Crossman stresses.

Labatt's is committed to notifying the union as far in advance as possible about changes in policy. Formal and informal consultation committees have been meeting for years. But single-team bargaining homes in on issues more relevant to contracts. If irritating problems are allowed to fester until bargaining time, feelings become so strong, he says, that there is very little room to negotiate.

The Labatt philosophy tries to undermine the adversary type of union-management relations so prevalent in contemporary industrial relations. "Adversary relationships are accepted and practiced in probably 99 per cent of all employer-employee relationships," notes Crossman. "That doesn't make it right, it only means we have learned to live with a very bad habit.

"Adversary bargaining is wrong from a human relations point of view. This type of bargaining is prevalent in the civil service because public employees have only recently been given the right to bargain collectively and to strike. Private industry has learned to adapt to an

"...single-team bargaining is only effective in dscussing non-monetary issues..."

unwieldy and unpleasant structure. We've learned there are some things done for show and for the sake of what is expected: tough bargaining, tough talk. The members must see their union fighting for them. Single-team bargaining gives union negotiators good solutions to the problem through co-operation and hard work, not through hard fighting.

"In addition, the adversary system works on the 'win-lose' principle that in contract settlements, one side wins and the other side loses. Single-team bargaining makes everyone a winner. If problems are solved to the mutual satisfaction of all concerned, no one loses face, everyone wins.

"A major problem with industrial relations is that everyone knows it has to be improved, but no one can put a handle on how to do it. What are the alternatives to collective bargaining? Final offer selection and binding arbitration compel unions to give up their right to strike and leave the solutions to a third party. Single-team bargaining is an alternative that give up any rights. It doesn't make bargaining easier, and it requires doesn't require legislative changes, nor does it require either party to more work, because it is based on problem solving.

"Adversary bargaining is wrong from a human relations point of view"

"Under the conventional system, management representatives examine union demands and decide which are within the realm of possibility. Positions are hardened in advance, strategy is planned even before management has met with the union. Parties are inflexible.

"Single-team bargaining leads parties to think that the question is not whether union demands should be met, but whether both union and management can together come up with a solution agreeable to everyone. We use brainstorming sessions, we use lateral thinking techniques. We learn how to work together to solve problems."

The modern bottleshop

When the union presents problems instead of demands, the membership is not dug in on one specific solution. Management becomes more willing to listen when it perceives problems instead of demands. The union bargaining committee has more flexibility when the solution is not fixed in advance. Open discussion provides solutions more satisfactory to both sides. The adversary element is replaced by mutual trust and co-operation. The emphasis on solving problems is shifted to what is right rather than who is right.

On the negative side, single-team bargaining will not work as well if there is a decided lack of trust, or if union and management have a history of poor labour relations. There is often a tendency for the company to want to take final positions on each proposal. Both sides must learn how to open up. More time is required for bargaining because problem-solving can take longer than traditional negotiating. And, each side must be fully committed to the single-team philosophy, each side must be determined to make it work.

One thing cannot be denied. For Labatt Breweries, single-team bargaining works. In 10 years, the company has been struck twice, including one wildcat walkout. Considering the company has 35 contracts with the union, and contracts are renegotiated every year or two, it is an enviable record of industrial harmony.

The concept of single-team bargaining has been outlined by Crossman in a book he hopes to have published soon. If the book is as successful as his philosophy, he could have a best seller in a rather short time. lg

Parliamentary committee report

Proposals to improve employer-employee relations in the federal public service

by Roy LaBerge

A special joint parliamentary committee has recommended that the right to strike be retained for most federal public servants but that there be heavy penalties for those who strike illegally.

In its 81-page report to Parliament in February, the special Senate-Commons committee on employer-employee relations in the public service also recommended:

- that authority be given the Public Service Staff Relations Board to impose penalties for proved infractions of the Public Service Staff Relations Act. There would still be resort to the courts, but only in the case of the most serious offences;
- that the employer retain the right to introduce technological change, but that the scope of bargaining be extended to include both technological change and job classification. Strikes, however, would not be permitted over these issues, and unresolved differences would be subject to arbitration by the Public Service Staff Relations Board.
- that a special task force be appointed to review the Public Service Employment Act and the role of the Public Service Commission in employer-employee relations and in personnel management.

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The committee recommended also that the PSSRB draw up regulations for what is now established practice: the use of the secret ballot for any strike vote or ratification vote. It suggested the right to vote be extended to every member of the bargaining unit rather than remain restricted to union members.

The joint committee was established in October, 1974, to study a report by Jacob Finkleman, chairman of the PSSRB, on employer-employee relations in the public service. Before submitting its final report, it held 40 public hearings and received 31 briefs, among them two supplementary reports from the PSSRB chairman. It also submitted preliminary recommendations that the PSSRB be allowed to sit on panels and to have more full-time members.

The right to strike...should not be withdrawn "merely to overcome inconvenience"

In its final report, the committee said some of the witnesses who appeared before it wanted the strike right taken away from public servants, but it concluded: "Where the activities of the parties engaged in collective bargaining do not adversely affect the public interest, the collective bargaining process should be free to operate without government intervention.

"But when the public interest becomes adversely affected, government and Parliament should be prepared to intervene."

The committee recommended that "when Parliament is dissolved, the governor in council should be empowered to suspend the right to strike whenever in his opinion a strike is adverse to the public interest."

The right to strike, however, should not be withdrawn "merely to overcome inconvenience," the committee said.

The committee also noted that certain designated services must be maintained during a strike under the present safety and security provisions of the Act. It wants these designated services extended to cover health and protection of public property.

The report observed that some witnesses who appeared before the committee wanted the strike right

withdrawn from any employees engaged in essential services. The committee found "essential services" too difficult to define, and said the term could lead to the inclusion of most public servants.

Another change the committee recommended was that the designated positions be placed on a permanent list. They now are frequently in dispute during each round of collective bargaining.

In case of unlawful strikes or lockouts, the PSSRB would be empowered to issue a cease and desist order which would be filed in a court "and entered in the same manner as a judgment and enforceable as such."

The report observed that since the Act was passed in 1967, there had been only 11 legal strikes, but more than 50 illegal ones. However, fewer than 20 employees were involved in each of 18 of the illegal strikes.

It said the public service unions, "apart from the recent actions by certain union leaders" deserve, with few exceptions, public appreciation on several counts:

"They have overcome the inherent organizational fragmentation and geographical dispersion of their constituents and brought them together into stable and enduring national bargaining units for the purposes of collective bargaining.

"They have written viable constitutions to govern their internal affairs which adopt and preserve within their organizations the democratic traditions of this country.

"Despite the immediate climate of the collective bargaining relationships and the tensions generated by disputes, their leaders have generally operated within the law

The committee found "essential services" too difficult to define

and have endeavoured to restrain those who counselled otherwise. Public service unions have brought to the negotiating table a respect for rational arguments, institutions and processes, producing an approach to settlements good enough to merit study by many other jurisdictions."

The committee proposed a "general aim" of limiting the involvement of the courts and placing greater emphasis on the parties' own responsibility and on the PSSRB. The judicial procedures had "proven too cumbersome and expensive, and court decisions lacked uniformity."

The committee, however, deplored one practice that did keep cases out of court: securing "the termination of unlawful activity in exchange for a waiver of prosecution or disciplinary action." Hence it recommended that an independent commissioner be empowered to initiate legal proceedings "where 'designated employees' have interrupted or impaired services by an unlawful strike or where there has been an unlawful lockout and no action has been initiated by the employer or bargaining agent against the contravening parties." However, the commissioner would have to initiate proceedings within 45 days of the alleged contravention.

Under the existing Act, the employer must seek leave from the PSSRB to prosecute in the courts, but the committee found that "the present two-stage process with its substantial costs, delays, fragmented administration, absence of procedure and inconsistent penalties had led all parties to agree that the present system for dealing with unlawful activity is not working well and is inappropriate." Hence the committee recommended three "procedural remedies" for dealing with unlawful actions: disciplinary action by the employer, reviewable through the grievance process and adjudication; prosecution of an offence before the Public Service Staff Relations Board and disposition of the case by the PSSRB; prosecution of an offence in the courts after obtaining consent to prosecute from the Board and disposition of the case by the courts."

The last remedy — resort to the courts — "should be limited to those cases considered to be serious offences."

The committee recommended much heavier fines than now are provided

The committee recommended three "procedural remedies" for dealing with unlawful activity

for violations of the Act. Because the effect of fines for unlawful activity by the government as employer would be "insignificant", it also proposed a "political" penalty: The PSSRB would prepare a report that would be tabled in Parliament.

For inciting a designated employee to strike, a union would be fined up to $25,000 plus $5,000 for each day of the strike. For inciting other employees to an unlawful strike, the union's fine would be up to

Striking public servants on Parliament Hill, 1975.

$10,000 plus $1,000 for each day of stoppage. A union official would be fined up to $5,000 plus $500 a strike day for "declaring, authorizing or promoting" a strike by designated employees, and up to $2,500 plus $250 a strike day for an unlawful strike by non-designated workers. Designated employees participating could be fined $300 for each day of an unlawful strike and other employees $100 a day. And a union official could be suspended from union office or candidacy for two years.

An employer could be fined up to $25,000 plus $5,000 for each day of an unlawful lockout of designated employees, and $10,000 plus $1,000 for each day other employees were locked out unlawfully. Moreover, there could also be the penalty of a PSSRB report to be tabled in Parliament.

Fines levied by the PSSRB would be recoverable by a court order if necessary.

The Public Service Alliance of Canada, which represents about 140,000 public servants, welcomed some of the recommendations, including the principle that the right to strike should not be withdrawn and the proposal for a task force to review the Public Service Employment Act and the role of the Public Service Commission in personnel management and employer-employee relations.

The Public Service Alliance of Canada welcomed a recommendation that the existing federal Pay Research Bureau be given statutory recognition

A.I. Stewart, a PSAC executive vice-president, welcomed the proposal for a standing list of designated employees, and commented: "The Alliance maintains that a bargaining agent should not be required to name the method of dispute settlement until an impasse is reached in negotiations. If designations are to be determined from a standing list, then any opposition to our position should be removed."

He was critical, however, of the proposed penalties for infractions of the Act: "We do not believe that 'repressive provisions' of this kind would solve the problems. Public service employees in general are not 'strike-happy' but are forced into these situations by the attitude of the employer in refusing to recognize the principle of comparability with good employers in the outside sector.

"It is unfortunate that the committee chose not to make a recommendation with respect to comparability since this obviously is the root cause of unrest in the federal public service."

The Alliance was concerned also about a recommendation that a person who "exercises effective control over employees" be excluded from collective bargaining. Stewart said this might be too broadly interpretated and that an employer could argue that "any person who has the authority to issue instructions does in fact exercise effective control."

But the PSAC did welcome a recommendation that the existing federal Pay Research Bureau be given statutory recognition. "Without such protection, the Bureau can be dismantled by the cabinet at any time," Stewart said.

He also said the PSAC had reservations about how the provision to protect the public against a threat to their health might be interpreted, "and how the employer might attempt to use this provision to provide for 'business as usual' in the event of a strike situation." lg

A critical evaluation of the joint parliamentary report on employer-employee relations in the federal public service

by L.W.C.S. Barnes and L.A. Kelly

In October 1974, a special joint committee of the Senate and House of Commons was appointed to consider and make recommendations on a three-volume report prepared by Jacob Finkelman, chairman of the Public Service Staff Relations Board, as to how the Public Service Staff Relations Act and its administration should be amended or revised "in order to meet adequately the needs of the employer and the employees in the Public Service and the employee organizations that represent them, and to serve the interest of the public." On February 26, of this year, it presented its final report to Parliament.

In the course of its deliberations, the Committee heard briefs from public service unions, Treasury Board, the Public Service Commission, employer and employee organizations outside the public service, and individuals. In addition, the committee considered two reports by Finkelman entitled "Supplementary Observations and Recommendations". In May, 1975, based on evidence that it had received up to that point, the committee submitted an interim report in which it recommended the consolidation of the several functions of the Public Service Staff Relations Board, and the appointment of sufficient full-time members to enable it to carry out its work effectively. The essence of these proposals was subsequently reflected in amendments to the Public Service Staff Relations Act. The final report, however, with its 72 recommendations, outlined the more general changes that the committee thought necessary "to strengthen and improve the collective bargaining process in the Public Service of Canada."

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Early in its report, the committee concluded that the general principle of collective bargaining law governing the public service of Canada was sound, that bargaining agents should continue to have the right to strike, but that there was "a need for additional procedural and substantive amendments to the law governing the collective bargaining relationship, and more appropriate remedies for unlawful activity."

The thrust of its proposals for change is indicated by the following partial breakdown by general topics: designation and illegal strikes, 25; classification, 7; technological change, 7; the role of the Pay Research Bureau, 7; the problem of casual employees, 6; the role of the Public Service Commission, 5; union voting procedures, 2; bargaining unit exclusion, 1; the arbitration process, 1. Not all of these recommendations could be considered substantive in nature. Many related to what might be called "fine print" matters. In general, however, this breakdown is indicative of the relative importance that the committee appears to attach to issues.

Our own contention is that the committee's emphasis was misplaced. In part, that may have been because the narrow terms of reference imposed on the committee authorized it only to consider and make recommendations on the proposals contained in the Finkelman report. "Are they adventuresome enough?" wondered one member of the committee during its proceedings.

To some extent, the misplaced emphasis of the report may have resulted from the rapid pace of change in recent public service employer-employee relations, causing solutions that might have seemed adventuresome enough in some areas at the time Finkelman prepared his report, and even at the time the committee was hearing evidence, to seem altogether inadequate in 1976. Whatever the reasons, the committee did not come to grips with a number of important issues and, as a result, failed to meet its declared objective of "finding solutions to today's problems."

Nowhere is this more evident than in its treatment of public service strikes. The committee presents statistics which indicate that between the introduction of collective bargaining in 1967 and November 1975 only 11 strikes occurred during the negotiation of collective agreements, representing 2.4 per cent of the agreements reached. By contrast, there were more than 50 unlawful strikes during the same period. "If the record had been different," the committee added, "then we might have very well concluded that the assumptions underlying collective bargaining in the Public Service of Canada ought to be changed."

Although we do not dispute the committee's figures, the record is in fact somewhat different than implied, since, over most of this period, no more than 20 per cent of the agreements were negotiated under the conciliation-strike option. Accordingly, the 11 agreements preceded by a strike represent at least 12 per cent of the settlements in which unions had an opportunity to strike lawfully — not quite as healthy a picture of employer-employee relations. The latter figure is particularly relevant when one considers that since 1974 there has been a massive and accelerating switch from the arbitration method of dispute resolution to the conciliation-strike route, with the result that some two thirds of federal public servants now have the right to strike. This development went unnoted by the committee. Indeed, it presented data on the distribution of bargaining units and employees covered under the two dispute settlement options which had no relevance to the situation at the time the report was released.

Failure to recognize this trend and the factors underlying it is a major defect of the committee's report. The proposals for massive increases in the penalties for illegal strikes, and for extension of the number of designated employees during lawful strikes, appear to us to be but a superficial response to public pressure, with little attempt to attack the fundamental problems which have led to the increase in strikes and to the growing preference for the strike option. In effect, the committee seeks to crib and confine the effects of explosions, rather than trying to prevent them.

...the committee did not come to grips with a number of important issues...

The inadequate emphasis in the report on preventive policies is indicated by the scant attention given to a number of important matters. For example, the numerous briefs which drew attention to the desirability of enshrining the concept of matching public service salaries to a fair comparison with good employers in the outside sector were dismissed by the committee. The principle was acknowledged to have merit and was even identified as being worthy of informal encouragement but the committee shrank from grasping the legislative nettle.

Similarly, the committee gave little more than a passing benediction to one of the most significant and successful experiments in joint consultation in Canada. "We support the continuing work of the National Joint Council," it said, "and its impressive record of accomplishment in dealing with service-wide issues." However, there was not a single recommendation aimed at increasing the administrative resources of the council to enable it to cope more effectively with its increasing work load and to develop its untapped potentialities.

Again, the committee proposed that the Public Service Staff Relations Board "be encouraged to undertake to improve the arbitration process." But that is as far as it went to acknowledge that there are serious flaws in what was, until very recently, the dispute resolution method opted for by the vast majority of federal public servants. When it is considered that the committee devoted six recommendations to the relatively marginal issue of casual employees, one must surely question its ranking of priorities.

In the areas to which it did devote attention, the committee proposed some useful advances. For example, it recommended that the employer be obliged to bargain the impact of technological change, with referral to arbitration of any unresolved disputes. It proposed that the scope of bargaining be expanded to include classification standards, again, with provision for arbitration of disputes arising out of such negotiations. It recommended too, that adjudication be broadened to include classification grievances.

Also of significance was the committee's recommendation that statutory recognition be given to the Pay Research Bureau. The committee, however, proposed little action to increase the acceptability of the Bureau to the unions, which had urged that the Bureau be detached from the Public Service Staff Relations Board. In rejecting this proposal, the committee noted only that "neither the Director of the Pay Research Bureau nor Mr. Finkelman favoured detaching the Bureau from the Public Service Staff Relations Board at this time."

The committee's proposal that the definition of designated services be extended beyond safety or security to include such things as the health of the public, the continuation of important experiments and the protection of public property is broadly unobjectionable, and few would strongly dispute its recommendation that the issue of who should be designated should no longer be linked to the selection of the conciliation / strike option on a relatively temporary basis. As the committee notes, the existing designation process "has become integrally related to the negotiation process, with all the devices of strategy, advantage, timing, play and counter-play." While the committee does not show convincingly that the end result is contrary to the public interest, it seems not unreasonable to hold that the public interest would be at least as well protected by the establishment of "permanent lists of designated employees for each bargaining unit." Moreover, steps aimed at removing some at least of the tensions surrounding an issue that has been the subject of bitter disagreement between the parties might be expected to increase the potential for improved employer-employee relations.

The issue of bargaining unit exclusions is another area which has been the subject of frequent disagreement between the parties. As the committee noted, unions hold the view that many exclusions are unnecessary and that they are designed to reduce the strength of bargaining agents; the employer is of the opinion that its capacity to manage the service efficiently is seriously compromised by the restricted size of its "management team." We suspect that the committee's recommendations on this issue may not please either party. It proposed that persons exercising "effective control" — rather than "a significant amount of control" — over employees should be excluded from bargaining units, a change which, in Finkelman's view, would result in more management "where there is very little management today," and reduced management "where there is a good deal of management today," but which would not materially affect the total number of managerial exclusions.

"...whatever you devise this year will be out of date within three or four years."

It may be that, as Finkelman contended, the proposed change would represent a more rational approach to the issue of managerial exclusions. Nevertheless, the proposal appears to maintain, and perhaps might even expand, the scope for disagreement between employer and employees.

Experience to date with exclusions based on factors such as the employer's unilateral decision with regard to the location of steps in the grievance procedure, shows that the proportion of employees in a particular category who are excluded, can range from 4 per cent to more than 20 per cent between comparable bargaining units, figures which seem to indicate that the proportion of exclusions is largely dependent on the philosophy of the employer in particular situations. The committee's recommendations do not get at this fundamental problem.

What is regrettable to us is the committee's unqualified acceptance of the private industry model with regard to exclusions (other than on points of detail) and its failure to suggest that study at least be given to approaches followed in other countries. While it is true that foreign experience can not automatically be transplanted, it would seem wise to consider the possible lessons to be learned from experience elsewhere. In Sweden, for example, the public service collective bargaining system functions with one exclusion — the King. In Britain, where the Civil Service has been, by and large, an exception to the general rule of chaotic industrial relations, it is noteworthy that the union representing the highest levels in the service — the equivalent of deputy and assistant deputy ministers — is reported to have a membership in the order of 70 per cent of potential, and continues to play an active role in the machinery of staff relations in the Service with no obvious detriment either to its members or to the system. The doctrine of abstention upon involvement is perhaps better suited to the public service environment than is the creation of a multitude of artificial divisions where very few naturally exist.

Not the least important of the committee's recommendations were those relating to the establishment of a special task force to review the Public Service Employment Act and the role of the Public Service Commission in personnel management and employer-employee relations in the public service. Although a number of unions had urged Finkelman to "recommend a substantial expansion of their role in regulating appointments to and within the Public Service," he showed an understandable reluctance to make recommendations that would alter the traditional responsibility of the Public Service Commission for regulation of the merit principle. He noted that, if such an alteration were to be made, the preparation for it would "need to be much broader based than my investigation."

n view of the union demands for a tronger role in the making of ppointments, the conflict that has xisted between the staffing res- onsibilities of the Commission nd the responsibilities of the reasury Board as employer — which will increase if the committee's recommendations are mplemented — and the scepticism hat is sometimes expressed about he continuing need for an ndependent staffing agency, there undoubtedly is a need for a review of the commission's role.

Certainly, there is reason to question whether the commission s any longer a credible repository of its traditional function, namely the independent guardianship of the merit system. The competence with which the commission has carried out this role has been increasingly questioned during the last decade. The decline in both the effectiveness and the prestige of the commission was undoubtably accelerated by the adoption of many of the philosophies of the Royal Commission on Government Organization (The Glassco Commission). The doctrine enshrined in the phrase "let the managers manage" led to a steady increase in the delegation of the staffing function from the at least quasi-independent body which was established by Parliament for the purpose to the individual departments.

The argument in favour of this delegation was essentially one of increased efficiency. The unions, although often dubious of the reality of this belief, did not oppose the delegation of functions, provided only that the performance of the departments was monitored with great care. In the event, the control exercised by the commission was largely ineffective in the prevention of widespread abuse of the merit system. This fact has been well documented. Whether there has been any possible counter-balancing gain in efficiency is far from obvious.

With this loss of direct technical control of staffing by the Public Service Commission there appears to have been a parallel loss in moral authority. The response of some departments to recommendations by the commission aimed at protecting the merit principle during the course of the "Manpower Adjustment" program is indicative of the decline in the esteem in which this once powerful body was held. The question might reasonably be asked as to whether the reality of the situation would not be better recognized, and the merit principle at least as well protected, by making staffing one of the functions of a Public Service Department, with the essential protection being provided by an independent grievance procedure to which the unions would have access.

Finkelman's report...is already out of date in important respects.

Perhaps the most basic question that arises out of the joint committee's report is whether, in view of the length of time involved between recognition of the need for review and the passing of legislation that results from that review, this kind of approach to necessary change can be expected to yield meaningful results.

Requests for amendments to the Public Service Staff Relations Act were first made in 1970. Finkelman's inquiry was initiated in April 1973. The Parliamentary committee took from November 1974 to February 1976 to consider and make recommendations on his report. The government's response to these proposals will possibly come sometime later this year. By the time that amendments to the Act are made, three or four years will have elapsed between even the government's recognition of the need for review and the implementation of change. Yet, as Finkelman noted in November 1974, in stressing the urgency which he felt about the work of the committee, "whatever you devise this year will be out of date within three or four years. If you are going to wait for another report on industrial peace and accept that, that report will be out of date in a couple of years, three, four, five, six years."

Finkelman's report, as a result of changed circumstances since it was completed, is already out of date in important respects. The joint committee's report, by failing to recognize these changed circumstances, is, less excusably, also out of date in the same respects. But even had the committee taken fuller account of these changes, its proposals clearly could not have been expected to remain relevant for long. What this seems to imply is a need for regular or even continuous review of the Act, and perhaps also for simpler legislation with scope for more pragmatic response to changing needs. Failing this, we can look forward to the initiation of another detailed and protracted review of the legislation in the not too distant future. lg

The classification and pay system in the public service of Canada

by L.J. Nozzolillo

The classification system and the system of pay determination in the Public Service of Canada are comparatively novel and have at times been criticized.

The classification system and the pay determination of most employees by collective bargaining can result in employees with similar qualifications doing different work and being paid different amounts. Some managers, employees, and union representatives would prefer that the pay of such employees be the same, regardless of the occupational group to which their positions are assigned.

The problems of maintaining pay relationships within government departments and agencies under a system of collective bargaining was recognized when the occupational category and group classification system was established. It also was recognized that the delegation of classification authority might result in some differences in the application of classification standards. After thorough examination, it was concluded that these were the costs that had to be borne in order to establish a suitable framework for collective bargaining in the federal public service and to obtain management commitment to classification decisions.

The classification of positions and the pay of the federal government's approximately 269,000 employees are governed by separate but interrelated legislation. The authority to classify positions is vested in Treasury Board, but pay is determined by collective bargaining for approximately 91 per cent of federal public servants. Treasury Board determines the pay for those excluded from collective bargaining.

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Under the system of collective bargaining, unions have the right to select — prior to negotiations — either arbitration or conciliation with the right to strike, as the method of dispute resolution. Though strikes are comparatively rare, unions consider that the strike option does have some effect on the size of pay settlements.

The keystone of the government's classification and pay system is grouping within occupational categories. (See box p. 261). The occupational groups in each category provide the framework for the certification of unions, the classification of positions, and the formulation of the bargaining positions of unions and employer on pay and other terms and conditions of employment. In general, an occupational group encompasses positions requiring similar skills. A number of occupational groups have been divided into sub-groups in order to achieve a better match with jobs outside the federal government.

Treasury Board determines the pay for those excluded from collective bargaining

The government's position with respect to pay is that employees should receive wages or salaries that compare with those paid by outside employers for comparable work, taking into account other conditions of employment. Subject to the effects of collective bargaining, the principle of comparability is intended to ensure that public servants are not paid substantially more or less than employees performing similar duties in the private sector or for provincial or municipal governments.

In Canada, wage and salary rates tend to vary from region to region depending on the labour market for particular occupations and on the economy of the different regions. The principle of comparability would require that the government as employer pay regional rates to employees in occupational groups where the labour market is regional, and national rates where the labour market is national. It has not, however, been possible to extend by negotiations the application of regional rates to occupational groups other than those where regional rates existed in 1967, when the first round of collective bargaining began.

Between 1955 and 1967, three events affected pay determination in the public service: the establishment in 1957 of the Pay Research Bureau; the 1962 revision of the Civil Service Act, and the introduction in 1967 of the Public Service Staff Relations Act, the Public Service Employment Act, and revisions to the Financial Administration Act.

The Pay Research Bureau was established under the former Civil Service Commission as an advisory body on pay and benefits in response to mounting staff association criticism of the methods used to determine its pay recommendations. After the introduction of collective bargaining in 1967, the Pay Research Bureau was moved to the Public Service Staff Relations Board — the independent board established to administer the Public Service Staff Relations Act. The unions and the employer have continuing input in the planning of the pay and benefits studies conducted by the Pay Research Bureau. The reports are made available to both parties.

Under the Civil Service Act of 1919, the commission was responsible for recommending pay rates to Treasury Board, which could accept or reject the recommendations, but not change them. This restriction was removed in 1962, when Treasury Board was authorized to modify pay recommendations made by the Civil Service Commission.

The most significant of the three events occurred when collective bargaining for federal public servants was introduced in 1967. The Public Service Commission — which replaced the former Civil Service Commission — no longer determined the classification of positions or recommended pay scales. Treasury Board became the "employer", and was made

Collective bargaining has materially changed the system of pay determination in the federal public service

responsible for classifying positions, negotiating collective agreements and determining pay for government employees excluded from collective bargaining.

Collective bargaining has materially changed the system of pay determination in the federal public service. It has, however, made it difficult for the government to ensure that the principle of pay comparability always will be implemented.

Another aspect of the classification system is that although Treasury Board has the legislative authority to classify positions, it has delegated this authority to departments and agencies for more than 98 per cent of the positions in the federal public service. In a few instances, it has also delegated its authority to negotiate collective agreements to departments that employ all the people in a particular occupational group. With few exceptions, occupational groups and bargaining units are synonymous.

Concurrent with its delegation of classification authority, Treasury Board established an audit procedure to ensure that delegation did not result in distortions of the classification system. This procedure includes reviews of statistical data on classification actions, examination of records of

Occupational categories for federal government employees

Operational: includes 12 occupational groups in which manual, semi-skilled and skilled work is performed and supervised.

Administrative support: includes six occupational groups in which preparing, transferring, system - atizing and maintaining records, reports, and communications; and the direct application of rules and regulations are performed and supervised.

Technical: includes 14 occupational groups in which specialized work requiring a defined minimum of secondary school education is performed and supervised.

Administrative and foreign service: includes 13 occupational groups in which planning, conducting and controlling programs directed toward the Canadian public and other nations, or directed towards the internal management of government departments and agencies, are performed and supervised.

Scientific and professional: includes 29 occupational groups in which specialized work requiring defined university or professional qualifications is performed and supervised.

Executive: includes a single occupational group in which work of a senior management and policy formulation nature is performed and supervised.

A check on the administration of delegated classification authority is provided by the classification grievance process

classification decisions and on-site interviews with incumbents of positions and their supervisors to determine whether the written description of positions coincides with the work being performed.

A further check on the administration of delegated classification authority is provided by the classification grievance process. The process — available to both unionized employees and to those excluded from collective bargaining — provides that an employee can present a grievance against the classification of the duties assigned by management which he or she performs. The grievance is reviewed by a classification review board, one member of which is from Treasury Board.

A criticism that often surfaces in grievance hearings on classifications is that positions in one department are classified at higher or lower level than positions in another department, though the work performed is similar. A classification grievance review board does not usually consider the classifications assigned to positions in other departments and agencies. It does, however, consider the classifications assigned to positions in the same occupational group in the department or agency in question.

In addition to providing employees with the means to challenge a management decision, the classification grievance process assists Treasury Board in maintaining an overview of classification relativities in occupational groups within and between departments and agencies.

In delegating the conduct of negotiations, Treasury Board has maintained its authority to establish the maximum permissible limits on pay increases as well as on improvements in terms and conditions of employment. This continuation of Treasury Board authority in collective bargaining is resented by certain unions who would much prefer to negotiate with a department or agency completely independent of responsibility for the whole of the federal public service.

The job evaluation methods used in classifying positions within an occupational group vary depending on the duties and responsibilities of positions in the occupational group. Five general methods of job evaluation are used: point-rating, level description, factor comparison, ranking, and labour grade descriptions. In general, a point-rating is used where the duties and responsibilities of positions in an occupational group or sub-group are heterogeneous. Level description is used if they tend to be homogeneous.

In 1973, at the request of the government, the chairman of the Public Service Staff Relations Board, Jacob Finkelman, undertook a review of the legislation governing collective bargaining in the federal public service. In late 1974, a Special Joint Committee of the Senate and House of Commons was established to review his findings. (LG, Oct. '75, p. 725).

The committee examined his recommendations and observations in the light of the proposals and comments made by employer representatives, union leaders, business spokesmen and other interested parties. Its report was tabled in February 1976, (LG, p. 253).

Finkelman recommended two legislative amendments related to classification, which received the support of the special joint committee. If implemented, the amendments would bring some aspects of position classification into the realm of collective bargaining. One amendment would provide for the adjudication (which is synonymous with arbitration in the private sector) of classification grievances by the Public Service Staff Relations Board. The other would extend collective bargaining rights — subject to some limitations — to classification standards.

The continuation of Treasury Board authority in collective bargaining is resented by certain unions...

Another aspect of the federal government's classification and pay system is its possible use as a tool of the government's anti-inflation program introduced last October. Though not a consideration at the time of its development, the classification and pay system in the public service lends itself to monitoring compensation expenditures for specific groups of employees. lg

Industrial and geographic distribution of union membership in Canada, 1974

Union membership figures in the following tables are compiled by the Labour Data Branch of Labour Canada. The basic data on national and international unions and their locals or branches are obtained, in the first instance, by Statistics Canada through the operation of the Corporations and Labour Unions Returns Act. These data, made available to Labour Canada through a co-operative arrangement, are supplemented by information collected directly by the Labour Data Branch from independent local organizations, from some unions that are not subject to the reporting requirements of CALURA, and from central labour bodies operating in Canada.

Aggregate statistical information on the labour movement in Canada is available in *Labour Organizations in Canada 1974-1975,* a handbook that contains statistical tables on union membership and a comprehensive directory of labour organizations active in Canada showing names of the principal officers, publications and the distribution of the locals. The statistical information sets forth Canada-wide totals by congress affiliation, type and size of union.

Table 1 gives the distribution of union membership by industry on the basis of the Statistics Canada Standard Industrial Classification (1970). The locals in Table 1 are non-additive, because many locals have members in more than one industry. The information in Table 2 lists, in alphabetical order, the names of the international and national unions and the independent local organizations that account for more than one tenth of the organized workers within each of the industry groups. All organizations active within any particular industry group are thus not necessarily shown — only those having more than 10 per cent of the union membership reported in the group. Finally, Table 3 shows union membership by province.

TABLE 1 — UNION MEMBERSHIP BY INDUSTRY, CANADA, 1974

INDUSTRY GROUP	NO. OF LOCALS	TOTAL MEMBERS	TOTAL FEMALE MEMBERS
AGRICULTURE	**18**	**1,505**	**334**
FORESTRY	**61**	**36,756**	**288**
FISHING AND TRAPPING	**27**	**2,627**	**95**
MINES, QUARRIES AND OIL WELLS	**239**	**70,510**	**565**
Metal Mines	114	50,356	312
Mineral Fuels	34	8,312	14
Non-Metal (except coal mines)	37	8,968	219
Quarries and Sand Pits	42	1,865	—
Services Incidental to Mining	12	1,009	20
MANUFACTURING	**3,728**	**857,900**	**163,580**
Food	366	88,569	24,980
Beverages	92	10,663	719
Tobacco Products	24	6,220	2,876
Rubber and Plastic Products	112	22,308	4,017
Leather	67	12,425	6,830
Textile	192	37,385	13,978

TABLE 1 — UNION MEMBERSHIP BY INDUSTRY, CANADA, 1974 (Concluded)

INDUSTRY GROUP	NO. OF LOCALS	TOTAL MEMBERS	TOTAL FEMALE MEMBERS
Knitting Mills	27	3,027	2,240
Clothing	122	52,180	39,939
Wood	140	55,296	2,351
Furniture and Fixture Industries	105	19,535	3,936
Paper and Allied Industries	412	90,916	4,545
Printing, Publishing and Allied Industries	182	29,150	4,981
Primary Metals	206	61,437	1,124
Metal Fabricating	425	64,845	7,461
Machinery	196	37,123	2,712
Transportation Equipment	244	122,694	9,588
Electrical Products	222	60,989	19,788
Non-Metallic Mineral Products	226	30,833	2,734
Petroleum and Coal Products	39	5,247	70
Chemical and Chemical Products	224	25,547	2,626
Miscellaneous Manufacturing	105	21,511	6,572
CONSTRUCTION	**658**	**292,145**	**4,464**
TRANSPORTATION, COMMUNICATION AND OTHER UTILITIES	**2,385**	**406,074**	**60,996**
Air Transport and Incidental Services	133	23,560	5,798
Railway Transport	799	106,616	2,997
Water Transport and Incidental Services	127	29,926	375
Truck Transport	142	40,526	431
Buses and Street Cars	82	23,494	569
Other Transport	18	1,045	7
Storage	49	8,901	956
Communication	878	117,892	43,950
Electrical Power, Gas and Water Utilities	157	54,114	5,913
TRADE	**447**	**107,488**	**34,591**
FINANCE, INSURANCE AND REAL ESTATE	**48**	**5,989**	**4,026**
COMMUNITY, BUSINESS AND PERSONAL SERVICES INDUSTRIES	**2,318**	**562,501**	**320,463**
Education and Related Services	772	274,659	142,201
Health and Welfare	1,123	197,409	149,089
Religious Organizations	5	380	259
Amusement and Recreation	109	38,846	5,630
Services to Business Management	40	3,732	763
Personal Services	74	6,453	3,961
Accommodation and Food	113	35,626	15,649
Miscellaneous Services	82	5,396	2,911
PUBLIC ADMINISTRATION	**2,580**	**387,872**	**97,848**
Federal Administration	1,089	149,653	37,179
Provincial Administration	726	136,774	43,857
Local Administration	765	101,445	16,812
Other Government Services	—	—	—
INDUSTRY UNSPECIFIED	**3**	**962**	**18**
TOTAL	*	2,732,329	687,268

*Non-additive

TABLE 2 — UNION REPRESENTATION WITHIN INDUSTRY GROUPS, 1974

INDUSTRY GROUP	UNIONS COMPRISING MORE THAN 10 PER CENT OF THE TOTAL MEMBERSHIP IN INDUSTRY GROUP (IN ALPHABETICAL ORDER)
AGRICULTURE	Agriculture Union-PSAC-(CLC) Commerce Federation (CNTU) Food Workers (AFL-CIO/CLC) Ontario Civil Service (Ind.)
FORESTRY	Carpenters (AFL-CIO/CLC) Pulp and Paper Workers Federation (CNTU) Woodworkers (AFL-CIO/CLC) Woodworkers' Federation (Ind.)
FISHING AND TRAPPING	Food Workers (AFL-CIO/CLC) United Fishermen (CLC)
MINES, QUARRIES AND OIL WELLS	
Metal Mines	Steelworkers (AFL-CIO/CLC)
Mineral Fuels	United Mine Workers (CLC) Steelworkers (AFL-CIO/CLC)
Non-Metal (except coal mines)	International Operating Engineers (AFL-CIO/CLC) Metal Trades, Mines and Chemical Products Union (CNTU) Steelworkers (AFL-CIO/CLC)
Quarries and Sand Pits	Building and Woodworkers Federation (CNTU) Cement Workers (AFL-CIO/CLC) Steelworkers (AFL-CIO/CLC) Teamsters (Ind.)
Services Incidental to Mining	Canadian Mine Workers (CCU) Labourers (AFL-CIO/CLC) Steelworkers (AFL-CIO/CLC)
MANUFACTURING INDUSTRIES	
Food Industries	Bakery Workers (AFL-CIO/CLC) Food Workers (AFL-CIO/CLC) Teamsters (Ind.)
Beverage Industries	Brewery Workers (CLC) Distillery Workers (AFL-CIO/CLC) Teamsters (Ind.)
Tobacco Products Industries	Tobacco Workers (AFL-CIO/CLC)
Rubber and Plastic Products Industries	Rubber Workers (AFL-CIO/CLC)

TABLE 2 — UNION REPRESENTATION WITHIN INDUSTRY GROUPS, 1974 (Continued)

INDUSTRY GROUP	UNIONS COMPRISING MORE THAN 10 PER CENT OF THE TOTAL MEMBERSHIP IN INDUSTRY GROUP (IN ALPHABETICAL ORDER)
Leather Industries	Boot and Shoe Workers (AFL-CIO/CLC) Clothing Workers' Federation (CSD) Food Workers (AFL-CIO/CLC) United Shoe Workers (AFL-CIO/CLC)
Textile Industries	Textile Federation (CSD) Textile Workers Union (AFL-CIO/CLC) United Textile Workers (AFL-CIO/CLC)
Knitting Mills Industries	Clothing Workers' Federation (CSD) Textile Workers Union (AFL-CIO/CLC)
Clothing Industries	Amalgamated Clothing Workers (AFL-CIO/CLC) Ladies' Garment Workers (AFL-CIO/CLC)
Wood Industries	Carpenters (AFL-CIO/CLC) Woodworkers (AFL-CIO/CLC)
Furniture and Fixture Industries	Steelworkers (AFL-CIO/CLC) Upholsterers (AFL-CIO/CLC) Woodworkers (AFL-CIO/CLC)
Paper and Allied Industries	Canadian Paperworkers (CLC) Paper and Forest Workers Federation (CNTU)
Printing, Publishing and Allied Industries	Graphic Arts Union (AFL-CIO/CLC) Newspaper Guild (AFL-CIO/CLC) Printing and Graphic Communications Union (AFL-CIO/CLC) Typographical Union (AFL-CIO/CLC)
Primary Metal Industries	Steelworkers (AFL-CIO/CLC)
Metal Fabricating Industries	Auto Workers (CLC) Steelworkers (AFL-CIO/CLC)
Machinery Industries	Auto Workers (CLC) Machinists (AFL-CIO/CLC) Steelworkers (AFL-CIO/CLC)
Transportation Equipment Industries	Auto Workers (CLC)
Electrical Products Industries	Auto Workers (CLC) I.U.E. (AFL-CIO/CLC) Steelworkers (AFL-CIO/CLC) U.E. (CLC)
Non-Metallic Mineral Products Industries	Cement Workers (AFL-CIO/CLC) Glass and Ceramic Workers (AFL-CIO/CLC) Teamsters (Ind.)

TABLE 2 — UNION REPRESENTATION WITHIN INDUSTRY GROUPS, 1974 (Continued)

INDUSTRY GROUP	UNIONS COMPRISING MORE THAN 10 PER CENT OF THE TOTAL MEMBERSHIP IN INDUSTRY GROUP (IN ALPHABETICAL ORDER)
Petroleum and Coal Products Industries	Oil Workers (AFL-CIO/CLC) United Oil Workers of Canada (CCU)
Chemical and Chemical Products Industries	Chemical Workers (AFL-CIO/CLC) Metal Trades, Mines and Chemical Products Union (CNTU) Oil Workers (AFL-CIO/CLC) Steelworkers (AFL-CIO/CLC)
Miscellaneous Manufacturing Industries	Auto Workers (CLC) I.B.E.W. (AFL-CIO/CLC) Steelworkers (AFL-CIO/CLC)
CONSTRUCTION INDUSTRY	Carpenters (AFL-CIO/CLC) Labourers (AFL-CIO/CLC) Plumbers (AFL-CIO/CLC)
TRANSPORTATION, COMMUNICATION AND OTHER UTILITIES	
Air Transport and Incidental Services	Air Line Employees (CLC) Air Line Flight Attendants (CLC) Machinists (AFL-CIO/CLC)
Railway Transport	Maintenance of Way (AFL-CIO/CLC) Railway Clerks (AFL-CIO/CLC) Railway, Transport and General Workers (CLC) United Transportation Union (AFL-CIO/CLC)
Water Transport and Incidental Services	I.L.A. (AFL-CIO/CLC) Longshoremen and Warehousemen (CLC) Merchant Service Guild (CLC) Railway, Transport and General Workers (CLC) Seafarers (AFL-CIO/CLC)
Truck Transport	Teamsters (Ind.)
Buses and Street Cars	Independent Local Organizations Public Service Employees Federation (CNTU) Transit Union (AFL-CIO/CLC)
Other Transport	C.U.P.E. (CLC) Teamsters (Ind.)
Storage	Railway Clerks (AFL-CIO/CLC) Grain Services Union (CLC) Teamsters (Ind.)

TABLE 2 — UNION REPRESENTATION WITHIN INDUSTRY GROUPS, 1974 (Continued)

INDUSTRY GROUP	UNIONS COMPRISING MORE THAN 10 PER CENT OF THE TOTAL MEMBERSHIP IN INDUSTRY GROUP (IN ALPHABETICAL ORDER)
Communications	Canadian Telephone Employees (Ind.) Letter Carriers (CLC) Postal Workers (CLC)
Electric Power, Gas and Water Utilities	C.U.P.E. (CLC) I.B.E.W. (AFL-CIO/CLC)
TRADE	Retail Clerks (AFL-CIO/CLC) Retail, Wholesale Union (AFL-CIO/CLC)
FINANCE, INSURANCE AND REAL ESTATE	Commerce Federation (CNTU) Office Employees (AFL-CIO/CLC) Ontario Civil Service (Ind.)
COMMUNITY, BUSINESS AND PERSONAL SERVICES INDUSTRIES	
Education and Related Services	C.U.P.E. (CLC) Ontario Secondary School Teachers Federation (Ind.) Québec Teachers' Corporation (Ind.)
Health and Welfare Services	C.U.P.E. (CLC) Service Employees Union (AFL-CIO/CLC) Social Affairs Federation (CNTU)
Religious Organizations	Social Affairs Federation (CNTU)
Amusement and Recreation Services	Actors' Equity Association (AFL-CIO/CLC) Musicians (AFL-CIO/CLC)
Services to Business Management	Office Employees (AFL-CIO/CLC) Teamsters (Ind.)
Personal Services	Barbers Association (AFL-CIO/CLC) Barbers Federation (Ind.) Laundry Workers (CLC)
Accommodation and Food Services	Hotel Employees (AFL-CIO/CLC)
Miscellaneous Services	Office Employees (AFL-CIO/CLC) Service Employees Union (AFL-CIO/CLC) Teamsters (Ind.)
PUBLIC ADMINISTRATION AND DEFENCE	
Federal Administration	National Component-PSAC-(CLC) National Defence-PSAC-(CLC) Professional Institute (Ind.)

TABLE 2 — UNION REPRESENTATION WITHIN INDUSTRY GROUPS, 1974 (Concluded)

INDUSTRY GROUP	UNIONS COMPRISING MORE THAN 10 PER CENT OF THE TOTAL MEMBERSHIP IN INDUSTRY GROUP (IN ALPHABETICAL ORDER)
Provincial Administration	Alberta Civil Service (CLC) B.C. Government Employees (CLC) Ontario Civil Service (Ind.) Québec Government Employees (Ind.)
Local Administration	C.U.P.E. (CLC) Fire Fighters (AFL-CIO/CLC)
INDUSTRY UNSPECIFIED OR UNDEFINED	Christian Labour Association (Ind.) Canadian Paperworkers (CLC)

TABLE 3 — UNION MEMBERSHIP, BY PROVINCE, 1974

PROVINCE	NO. OF LOCALS	TOTAL MEMBERS	FEMALE MEMBERS
Newfoundland	249	53,568	12,131
Prince Edward Island	92	8,339	2,769
Nova Scotia	544	88,761	21,885
New Brunswick	506	65,004	15,338
Quebec	3,394	807,744	240,834
Ontario	4,560	1,036,437	237,901
Manitoba	546	108,084	26,036
Saskatchewan	458	60,445	16,967
Alberta	729	162,537	46,817
British Columbia	1,436	336,512	65,852
Yukon and N.W.T.	53	4,898	738
TOTAL	12,567	2,732,329	687,268

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Labour legislation in Canada, 1975

Part 3 — industrial safety and health

by Michel Gauvin

During 1975 most provinces and the federal jurisdiction made changes in their occupational safety and health legislation.

Michel Gauvin is an officer with Labour Canada's legislative research unit.

General safety

Four provinces—Quebec, Ontario, Prince Edward Island and Saskatchewan—have amended their general safety and health legislation.

Effective June 27, 1975, **Quebec** passed an Act to amend the **Industrial and Commercial Establishments Act**. The Act now includes a provision that authorizes inspectors and sanitary physicians to take for analysis and without charge, samples of materials or articles used by workers. They must, however, then inform the head of the establishment of their action.

An addition made to the Act stipulates that an inspector has the power to suspend work in an establishment where he considers that there is an immediate danger of accident. He must at the same time indicate to the head of the establishment the measures to be taken to eliminate the risk of accident. Work may be resumed only after the inspector has so authorized. The contestation before the courts of the investigator's order to stop the work does not suspend compliance with the order. Formerly, an inspector could order a work stoppage in accordance with a provision contained in the regulations issued under the Act. This provision which is still in force gives him the power to prohibit access to an area or to require the stoppage of machines, tools or other equipment when he judges that they involve an immediate hazard.

Most penalties provided under the Act have been increased and there are more severe fines for repeated offences. Provision is also made for tough penalties when the life and health of workers are directly endangered.

In prosecutions for contraventions of the Act or a regulation, proof of guilt of an agent, mandatary or employee of a "physical or moral person" suffices to establish proof of guilt of the person unless the latter establishes that the offence was committed without his knowledge, without his consent, or despite the steps taken to avoid it. (In Quebec, a "physical person" is an individual and a "moral person" is generally a corporation).

Where an offence is committed by a "moral person", every director, officer, employee or agent of such corporation who ordered, authorized or consented to the committing of the offence is deemed to have participated in the offence and is liable to the same penalty as that provided for a corporation, whether or not the corporation has been prosecuted or found guilty.

In **Ontario**, an Act to amend the **Industrial Safety Act, 1971**, was proclaimed into force on May 17, 1975. The Loggers' Safety Act was repealed and additions have been made to the Industrial Safety Act, 1971, and to the regulations issued under it to make the legislation applicable to logging.

Amendments were also made to the **Prince Edward Island Industrial Safety Regulations**. They include a provision requiring the maintaining of as favourable and steady a temperature as circumstances permit in all premises used by workers. In addition, underground or windowless premises in which work is normally performed must comply with appropriate standards of hygiene besides those relating to ventilation and illumination. This came into force April 26, 1975.

Effective February 1, 1975, workmen assigned to handle material must be instructed, on an individual basis, how to lift and carry material, the overriding factor being the physical condition of each worker, including sex and age, when relevant.

In **Saskatchewan**, an Act to amend the **Occupational Health Act, 1972**, was assented to April 18, 1975. The amendments include provisions outlining the general duties of employers and workers regarding safety and health. It is also made clear that the Act and the regulations made under its authority apply to every employer and worker coming under the jurisdiction of the province.

Mining

Alberta, British Columbia and Newfoundland have amended their legislation dealing with mining operations.

In **Alberta**, the **Coal Mines Safety Act**, which was assented to June 6, 1974 has been proclaimed into force December 22, 1975. Comprehensive regulations have been issued under the Act replacing all former regulations relating to coal mines safety.

British Columbia passed the **Mines Regulation Amendment Act, 1975** and the **Coal Mines Regulation Amendment Act, 1975**. Both acts came into force on June 26, 1975.

An amendment to the Coal Mines Regulation Act empowers an inspector to order the preparation of an independent engineering report with respect to any matter related to the safety of a mine or its equipment.

In both Acts, the provisions dealing with the approval of a work system now are more detailed. In addition, requirements for the approval of underground support plans have been inserted into the Coal Mines Regulation Act.

There is a new requirement in both the mining and the coal mining legislation for the training of all underground workers in survival and rescue procedures.

In addition, new safety provisions designed to prevent ignitions caused by light metals have been added to the Coal Mines Regulation Act.

In **Newfoundland**, the **Mines (Safety of Workmen) Regulations, 1957** have been amended. An addition to the regulations provides that every operator of mobile equipment used in or about a mine must be protected against falling, flying or intruding objects or materials by means of suitable cabs, screens, grills, deflectors or guards.

There now is a requirement that, while operating or riding in or on mobile equipment equipped with seat belts or restraining harness, the operator and passengers must wear such belts or restraining harness.

After January 1, 1976, various types of mobile equipment—as listed in the regulations or as designated by a written order of the chief inspector—must be equipped with roll-over protective structures when they are used in or about a mine. Such structures must meet the criteria set forth in the regulations.

Asbestos

Saskatchewan and **Quebec** have passed legislation relating to the control of asbestos dust.

On March 11, 1975, Saskatchewan adopted new asbestos regulations under the **Occupational Health Act, 1972**, to prevent damage to the health of workers who handle or are exposed to dust from materials containing asbestos.

The regulations apply to every place of employment or working place at which any asbestos process is carried on, except a process in which asbestos dust cannot be given off.

Major provisions of the regulations ban the use of crocidolite (blue) asbestos and prescribe measures to prevent the release of asbestos dust into the workplace air. Where asbestos-free materials cannot be substituted or effective exhaust ventilation installed, the new rules require that workers by provided with approved protective clothing and respiratory equipment and be trained in their use.

All, who in the course of their employment, are likely to be engaged in an asbestos process, or are otherwise liable to be exposed to asbestos dust, must be warned by the person in charge of the workplace of the dangers of asbestos fibres to the body which may result in such conditions as pneumoconiosis, lung cancer and mesothelioma, and that the risk of injury to health is increased by smoking.

All workers regularly engaged in an asbestos process must have an annual medical examination and no person may be regularly employed in such process unless the employer is satisfied that a certificate of fitness has been issued to that person within the preceding 14 months.

Additional requirements provide for the labelling of any substance containing asbestos in workplaces. Such labels must contain a warning of the danger to health.

In **Quebec**, the limit of asbestos dust in mines has been set at an average of five fibres longer than five microns per cubic centimetres of air for an eight-hour period, effective January 1, 1978.

Petroleum and natural gas

Effective September 1, 1975, new **Petroleum and Natural Gas Safety Regulations** were issued in **Alberta.** The former regulations have been revised and rewritten.

There are new first aid requirements dealing with the transportation of injured workers, additional protective equipment and clothing are provided for, and changes have also been made in the safety requirements for the equipment used in drilling operations.

Boilers and pressure vessels

Alberta has enacted the **Boilers and Pressure Vessels Act, 1975**, which

replaces an Act which was last revised 20 years ago. The Act came into force June 25, 1975 except for a section dealing with the supervision of heating plants which will come into effect January 1, 1977.

The new Act provides a greater degree of flexibility in administering and inspecting the growing number of boilers and pressure vessels in Alberta. The terminology has been upgraded, consistent with technological change and to provide for innovation and new types of equipment. The regulations issued under the Act have also been revised.

In **British Columbia**, the regulations governing mechanical refrigeration plants (**Refrigeration Code**) have been amended. A Refrigeration Code Board may now be appointed by the Minister of Public Works. The Board has the duty to:

- report to and advise the chief inspector on all matters in respect to the regulations pursuant to the Act, pertaining to the installation and use of refrigeration equipment;
- review evidence with respect to cancellation, revocation or suspension of a contractor's licence;
- advise the chief inspector in respect to the re-instatement of a contractors' licence which had been cancelled, revoked or suspended; and
- assist the chief inspector in respect to appeals pertaining to the installation and use of refrigeration equipment under the Act.

The federal government has issued new regulations respecting the safe operation of boilers and pressure vessels used in federal works, undertakings and businesses. The Governor in Council may only add a substance or class of substances to the Schedule after the board's report has been received.

Environmental contaminants

The **federal government** passed **Bill C-25**: an Act to protect human health and the environment from substances that contaminate the environment. The Act was assented to December 2, 1975 and came into force April 1, 1976. The Act applies to Canada as a whole and is administered by the minister of the environment who, in most cases, will act in collaboration with the minister of national health and welfare. The Act provides for the gathering and the disclosure of information on hazardous and potentially hazardous chemicals to assess the danger they may represent. Authority is given to the governor in council to control chemical substances by regulating manufacturing, processing or commercial activities, including importation, where a threat to human health or the environment is apprehended. The substances affected by the legislation will be listed in a schedule.

Provision is made for consultation with any provinces and any departments or agencies of the government of Canada as may be appropriate, in order to determine whether the perceived danger would be eliminated by any action taken or proposed to be taken under any other law. When the minister of the environment and the minister of national health and welfare are satisfied, after consultation or after an offer to consult has not been accepted within 30 days, that the danger would not be eliminated by such an action, they will recommend to the governor in council that the substance or class of substances be added, if necessary, to the schedule of dangerous substances and that regulations be made to control it.

Within 60 days of the publication in the *Canada Gazette* of a copy of any proposed order to add a substance to the schedule or of any proposed regulations, any person having an interest in the matter, may file a notice of objection with the minister of the environment.

An **Environment Contaminants Board of Review** is established to inquire into the nature and extent of the danger posed by the substance or class of substances concerned. The person filing the notice of objection and any other interested or knowledgeable person must have a reasonable opportunity of appearing before the board presenting evidence and making representations to it.

As soon as possible after the conclusion of an inquiry, the board must submit a report to the minister of the environment and the minister of national health and welfare together with its recommendations and all evidence that was presented. In the main, the requirements contained in the former Regulations have been rewritten.

A clause in the Act empowers the governor-in-council to make an order and/or regulations related to a dangerous substance or class of substances in a case of emergency. He may do so notwithstanding that no consultations have taken place with provinces and federal departments or agencies and that no copy of any proposed order and/or regulations have been published in the *Canada Gazette*. However, a notice of objection may be filed with the minister of the environment in respect of an order and/or regulations in the same way as mentioned previously for a proposed order and/or regulations. Offences and enforcement procedures are specified in the Act including inspection powers.

Building code

In **Ontario**, comprehensive regulations have been issued under the **Building Code Act, 1974**. The Act and the regulations became effective December 31, 1975. lg

forum

Mixed blessing for public service unions

At first glance, Canada's public service unions should get something of a warm glow from the report of the special joint committee of the Senate and Commons on collective bargaining in federal government ranks.
(See p. 253)

Apart from its basic decision to continue the eight-year experiment in twin routes to contract solution for 250,000 public servants, the committee made two significant proposals for broadening the framework for collective bargaining itself.

Unlike unions in the private sector — whether federal or provincial — federal public servants were barred from dealing with questions of classification standards and with the impact of technological change on employees.

In both cases, the committee has opened the door for union invasion of these once-hallowed management areas — or rather, in view of the carefully modulated methods suggested, it would be more suitable to say that unions will be able to tiptoe into these fields.

But for the public service unions in the current atmosphere, the committee's positive aspects must be weighed against disquieting proposals which could have long-range effects eroding the suggested gains.

The present Act (Public Service Staff Relations Act) incorporates the concept of "designated employees" — certain persons whose duties involve the safety and security of the public. These employees, by agreement of the parties or by the Public Service Staff Relations Board ruling are denied the right to strike.

In its report, the committee noted that some organizations outside the public service had urged that the definition of "designated employees" be broadened to include "essential services." The committee felt that such a loose definition could be interpreted to include most public servants: in other words, the right to strike would be granted on one hand and denied by another process.

Instead, the committee proposed that designated services be extended to include "health" as well as "safety and security of the public" and added a new dimension: "protection of public property."

Permanent lists of such designated employees would be drawn up and filed with the Public Service Staff Relations Board instead of being worked out on the occasion of each dispute.

The inherent danger, at least for unions involved in this process, is that eager government administrators from Treasury Board, with the blessing of the board, might carve enough "designated employees" from key units to make a strike ineffective — and that in turn would reverberate throughout the entire bargaining process.

The committee quite properly left with the government and Parliament the responsibility of determining when a strike has so affected the public interest that the right must be suspended.

But if that right to strike is eroded in other ways through the misuse of the "designated employee" concept and there is adoption of the committee's proposal for appointment of a special commissioner to undertake prosecutions against such employees when no such action has been initiated by the employer, the government may be bottling up future trouble for itself...

Murray Goldblatt
in *The Montreal Star*

A call to end public service strikes

There are more than two million people employed in various public services in Canada, says a special committee of the Senate and Commons. Most of them, in different degrees, have the right to strike. There are also private sector employees who do essential work.

Quite evidently, the politicians on the joint committee have decided that more than two million organized votes are of more importance to them than the public interest of 20 million other Canadians. They have made recommendations which try to sound fierce, but they conclude that the public interest can

continue to be adequately protected by placing on the government and Parliament the responsibility for determining when a strike has so affected the public interest that it should be terminated.

The government and Parliament cannot continue to protect the public interest by these means, because they never started to do it. Their practice has been to let public service strikes continue until public injury and anger were so massive that it was politically necessary to send the strikers back to work.

They intend, with minor changes, to continue this practice. They would not remove or reduce the right to strike for groups. They would enlarge the number of designated workers who would have to continue to work during a strike. They would have offences and penalties dealt with by the Public Service Staff Relations Board instead of by the courts, except in serious cases. They would try to avoid the deals by which offences are forgotten by both sides after a strike is over by appointing a special commissioner to initiate legal proceedings. They would recommend penalties of up to $25,000 plus daily fines for illegal strikes.

The Canadian people will be cynical about all this. They know that offenders are seldom prosecuted after a strike and that when they are, the penalty is slight. Making penalties bigger on paper means little, when the present maximum penalties are virtually never imposed.

The government requires companies to report, at great cost to the companies, on many facts of their business. It could also require them to report on losses sustained by them and their employees as a result of public service strikes...

The figures would undoubtedly impress the public. They would provide some definition of what the joint committee is trying to conceal when it says the right to strike should not be withdrawn "merely to overcome inconvenience." Inconvenience would be spelled in millions of dollars, in some cases in hundreds of millions.

Editorial
in *The Globe and Mail*

Support for public servants' right to strike

In the wake of the first-rate report of the special committee of the Senate and Commons on employer-employee relations in the public service, the burden is now on those who oppose the right to strike for public servants to prove their case.

The committee does want a modest and sensible increase in the number of positions designated as essential, the holders of which would be prohibited from striking. But this is a long way from dismantling the present legislation. Nor would giving the cabinet the power to order strikers back to work, which the special committee also recommends, affect in any significant way the bargaining position of the overwhelming majority of public servants...

This report is a standing refutation of the notion that a large committee (21 members) cannot bring forth anything of value. It is true that the parliamentarians had the advantage of the blueprints supplied by reports from the wise and experienced hands of Jacob Finkelman as well as the Public Service Commission. But the committee produced a creative piece of work on its own behalf which provides the government with an indispensable guideline for reform.

The government has no excuse to delay in moving quickly to implement the committee's recommendations.

The government cannot ignore these recommendations and retain a shred of credibility to its claim that it believes in Parliament. The government must take with the utmost seriousness a committee which has worked so hard and effectively — and on a matter in which there is no political sex appeal.

The first test of the government's commitment to the full report and to its own public service will be in the speed with which it acts on the establishment of a special task force to review the Public Service Employment Act and the role of the public service commission. Mr. Edwards and other union leaders want this review; the public service commission wants it: department managers want it.

The job was too big for the committee itself to take on. But in 1976 there is an urgent need for a careful, thoughtful examination of such a fundamental matter as the relevancy and the application of the merit principle. The creation of such a task force requires no elaborate machinery and no time-consuming legislation, only will.

Editorial
in *The Journal*, Ottawa

Books

White Collar

by **Giacomo Patri**, Celestial Arts, Millbrae, California, 1975 (Griffin House, Toronto).

In the 1920s white-collar workers in the United States, as in Canada, held themselves aloof from blue-collar workers. The wearers of white collars saw themselves as part of — or at least close to — management, and believed they could always move up the economic and social ladder through their superior ambition and education.

Then came the stock market crash of 1929 and the Great Depression, and white-collar workers found themselves sharing the lot of the blue collars: unemployment, debt, poverty, illness and even homelessness.

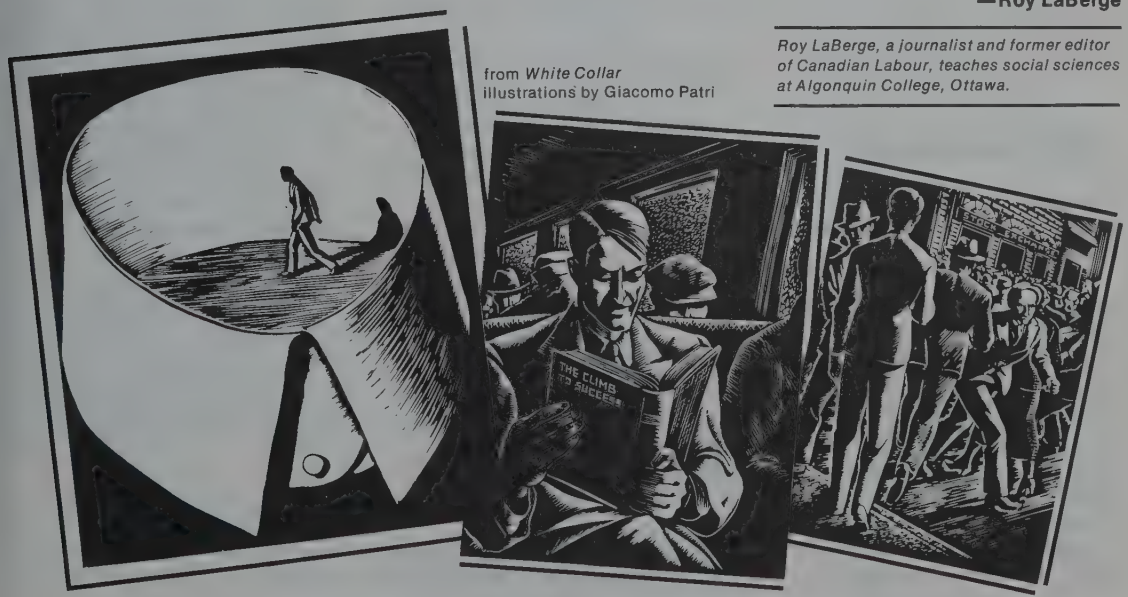
That story is told without words but with much feeling in this reissue of *White Collar*, a novel in linocuts by Giacomo Patri. His 125 illustrations tell the story of one office worker who lost his job, failed in efforts at self-employment, lost his home and, finally, joined with blue-collar workers in organized labour and political action.

In a foreword to the 1975 edition, Patri writes: "When the NRA appeared on the scene under the aegis of the New Deal, many white-collar workers objected strenuously to any attempts to organize into labour unions. Hence *White Collar*." He also observes that both his style of artistic expression and, to a certain extent, his social concepts have changed since the Depression days, "but the book was conceived under the passion of truth."

White Collar was first published in 1940. Its stark drawings tell the story of a stark era well, and its reissue is timely. In the continuing high unemployment of the current era, the misfortunes of the hero of *White Collar* are still being experienced by both blue- and white-collar workers, even though many who wear white collars have joined the ranks of organized labour, and income assistance measures and government hospital insurance appear to have lessened the disastrous effects of unemployment.

—Roy LaBerge

Roy LaBerge, a journalist and former editor of Canadian Labour, teaches social sciences at Algonquin College, Ottawa.



from *White Collar*
illustrations by Giacomo Patri

Worker Militancy and its Consequences, 1965-75

New Directions in Western Industrial Relations

Solomon Barkin, ed. Praeger Publishers, N.Y., 1975

Does the upsurge in worker militancy reflect a temporary phenomenon, or is it rooted in deep-seated demands for structural changes in terms of employment, collective bargaining and the economy?

With this basic question in mind, Solomon Barkin invited independent scholars to analyse the evidence of unrest and change in the industrial relations systems in their respective countries and project their likely future.

Reviewed are conditions in Great Britain, Italy, The Netherlands, Belgium, Sweden, Federal Republic of Germany, France, Canada and the United States.

The chapter on Canada entitled "Postwar Changes and Current Ferment" was prepared by Dr. George Vickers Haythorne, a former deputy minister of the federal department of labour and former chairman, Governing Body of the International Labour Organization.

Dr. Haythorne's assessment of the state of industrial relations in Canada leaves the reader with the appalling feeling that Canada is uncomfortably perched in a tepid bath of velleity: wishing that the current state of industrial unrest would not continue yet seemingly unable to take any decisive remedial action.

According to Haythorne, it would appear that the workplace situation has to be considered in a wider political and social context and that the search for a system that will produce peace on the Canadian industrial relations scene is no longer one for ivory-towered contemplation.

—Jean Pascal

Jean Pascal is an officer with Labour Canada's public relations branch

Equal Pay for Women

Barrie Pettman, ed.
MCB Books, Bradford England, 1975, 173pp.

This book, published to coincide with the ending of International Women's Year, offers a straightforward, generally dispassionate examination of the progress made toward implementing equal pay principles in relation to the situation of working women. With contributions from Britain, Australia, New Zealand, Germany, Canada, Japan, and the United States, the book provides an international perspective to what can only be described as a sad state of affairs.

Although each country studied has its own peculiarities, each also exhibits a number of similarities to which editor Barrie Pettman directs the reader's attention. These include the composition of the female labour force, occupational crowding, the low level of female earnings vis-à-vis those of men, and the causes of earnings differentials.

On the average, women represented 36 per cent of the labour force in the seven countries during the period 1970 to '73. Within this percentage, the number of married women has been increasing dramatically. Great Britain leads in this area with 63.1 per cent of the 1971 female labour force who are married. The typical married female worker is more than 35 and her children have either reached school age or are grown up. In most of the countries, a decreased family size, increased urbanization, and improved household technology were principal factors contributing to the increased participation rates of married women. In Japan, however, where rigid social structures stand in the way of acceptance of the employment of married women, a labour shortage, high inflation, and pressure to maintain high standards of living were given the major credit for bridging traditionalists' objections.

A problem shared by all countries studied, and one that is receiving increasing attention from women's groups in Canada, is the occupational crowding of working women. The British and Australian studies provide two interesting observations on the relationship between this phenomenon and the implementation of equal pay principles. In the British case—where female employees are concentrated in the manufacturing and service industriesit was noted that these industries would be disproportionately affected, economically, by the implementation of equal pay principles. In the Australian context, however, it brought into question the validity of equal pay goals for women working in these traditionally female occupations where there is no male rate of pay to aspire to.

Mainly due to the difficulty of defining equal work, the greater part of the book's discussion of male-female pay differentials is

ntered on their median earnings i the same broad occupational roup. Due to their somewhat shocking lowness, these figures are orthy of note. Briefly stated, erage female wages as a rcentage of the male wage (all ccupations) ranged as follows: nited States 60 per cent (1975 ata), Japan 50 per cent (1972 data), ew Zealand 71 per cent (1970 ata), Australia 50 per cent (1968-69 ata) and Canada 58 per cent (1967 ata). The Australian case is also orthy of note because the rbitration system in operation in at country had for many years set ie female basic wage as a ercentage of the male rate. For xample, in 1950 it was set at 75 per ent of the male rate, rising to 85 er cent in 1969 and finally 100 per ent in 1972.

he Canadian study is one of the ew that does include data on wage differentials between men and vomen doing equal or similar work. he data is taken from the Gunderson Study, which uses 968-69 labour department statistics for Ontario only, and compares male-female wages in the same narrowly-defined occupation n the same company. The findings were that on the average, women earned 82 per cent of their male counterparts' wages, with unionized establishments and hose having an incentive pay system raising the ratio to 90 per cent and 88 per cent, respectively.

Several common reasons for the ower median incomes of women are that they tend to receive less ormal schooling, higher education, and on-the-job training than do men. Also, women tend to work ess overtime than men and occupy more part-time positions. The German case provides a good example of the results of a combination of these factors. In Germany, females represent a large—albeit declining—segment of the work force aged 15 to 19—an age when the acquisition of skills and qualifications is important. Correspondingly, women constitute only 24 per cent of all university students. Married women, who represented 57.3 per cent of German working women in 1970, tend to drop out of the work force in their late 20s and early 30s, not to return until between the ages of 35 and 45. This break in service disadvantages women, for obvious cost-benefit reasons, with respect to occupational or professional training in the early years of their employment. In the German case, this turnover phenomenon is reflected in the drop in females working as a percentage of the female resident population from 69 per cent of the 20 to 24 year age group to 45 per cent of those aged 30 to 34. Also related to training opportunities is the fact that over a quarter of German working women work part-time. A net result of the above training and education factors may be viewed by comparing the distribution of male and female workers between occupational groups. In 1966 the occupational breakdown for women industrial workers was 6 per cent skilled, 49 per cent semi-skilled, and 45 per cent unskilled; the male breakdown was 57, 32 and 11 per cent, respectively.

All the countries studied—except Japan—have equal pay legislation of some sort in effect. Japan's Working Women's Welfare Law, passed in 1972, is not really an equal-pay law. With legislation in effect one might wonder why differences in pay continue and indeed in some cases are increasing. As the authors point out, legislation can be effective only to the extent that society as a whole—and women in particular—experience attitudinal changes. In all the countries, societal attitudes, developed by years of role conditioning, have restricted the aspirations of women. As products of their respective societies, women have tended to perpetuate their own disadvantages through lack of personal investment and determination to get work commensurate with their skills and training and their tendency to view work as a tenuous aspect of their lives: "a means to secure additional income or a 'stop-gap' between leaving school and getting married."

Discrimination, which is clearly central to the problems faced by working women, is not readily quantifiable. Thus its discussion in the book is limited to defining its various forms and noting that despite the fact that progress has been made, it still exists. Faced with the fact that none of the countries studied can boast of the full acceptance and implementation of equal-pay principles, and given the prominence of psychological barriers to such an end, one is forced to agree with the author that legislation alone is not a sufficient answer.

—Jane E. Burton

Jane Burton is an Ottawa freelance writer.

Fifty Years Ago

Fifty years ago, in May 1926, Canadian labour leaders were generally optimistic about the future. In his May Day speech that year, as reported in *The Labour Gazette,* **Tom Moore, president of the Trades and Labour Congress of Canada**, said: "May Day conditions in the Canadian labour world, generally speaking, show an improvement this year over those prevailing at similar times during the past few years.

"The Canadian labour world appears to be emerging out of the depths of unemployment. This does not mean, however, that conditions are by any means entirely satisfactory, as there is still considerable unemployment. For one thing, though, there are no serious industrial disputes pending; and there appears to be greater agreement between organizations and their employees.

"The disturbance in the automobile industry may perhaps accentuate unemployment in the metal trades. Employment on Canadian railways shows improvement, and conditions in the mining industry are better in the East this year. Prospects for improvement in building lines are fairly good in Western Canada, and all round there are indications that labour conditions are on the upgrade."

On the international labour scene, the May 1926 *Labour Gazette* reported that the **Japanese parliament had adopted legislation similar to Canada's Industrial Disputes Investigation Act.**

The bill, introduced by the Japanese premier, provided, as did the Canadian law, for the appointment by the government of conciliation boards to deal with labour disputes, the appointment being granted on request of either party to any dispute arising in connection with public utility enterprises such as railways, tramways, shipping, water, gas and electricity supply, telephones, telegraphs, postal services and "other enterprises which directly concern the daily life of the public."

The Japanese government could establish conciliation boards in connection with disputes involving public utility industries when it was "deemed necessary," without a formal request from either of the parties concerned. The Japanese legislation allowed establishment of boards to handle disputes in other than public utility industries, and as in the Canadian Act it was required that the application should be made on behalf of both the employers and workers concerned.

Conciliation boards in Japan—as in Canada—were given authority to call witnesses and to inspect the premises in which the dispute occurred. As in Canada, the board reports were submitted to the government, and provision for their publication was made under certain conditions. There was also a provision forbidding those not directly concerned in the disputes to incite a suspension of work.

Fifty years ago, the May *Labour Gazette* also discussed **Germany's recently-introduced family allowance system** as part of collective agreements. In the beginning these agreements in Germany often provided for higher wages only for married workers. Later, a distinction was made between the basic wage and the allowances. The system generally adopted was an increase in the hourly wage, or, in certain occupations, to the shift, daily, weekly or monthly wage, in respect of wife and children.

The family allowance plan was widely applied in Germany during the period of distress caused by th depreciation of the currency in 192 and 1923, but its adoption betwee the different industries was unequal. It became of prime importance for manual workers in the mining, metal, chemical, pape manufacturing, stone, earthenwar and glass, and printing industries and also in the public services. It covered most non-manual workers in private industry and was in general application in agreements and salary scales of public service officials. It was also introduced extensively in the case of manual workers in the textile, food and drink and tobacco industries, and commerce and transport.

Under the more stable economic conditions of 1924 and 1925, collective agreements then in forc showed that for manual workers th family allowance system had declined considerably in importance and for non-manual workers in the public service, the system continued to be applied. Allowances for manual workers ar officials in the public services wer almost double those paid by priva industry.

—Kathleen E. Whitehu

PRICES & EMPLOYMENT

Consumer, March

The Consumer Price Index for Canada (1971=100) rose 0.4 per cent to 146.2 in March from 145.6 in February—an increase of 9.0 per cent from March, 1975. Higher charges for housing and transportation were mainly responsible for the latest advance.

The food index declined 0.7 per cent and the index for all-items excluding food advanced 0.8 per cent. The latest decrease in the food index was chiefly because of lower prices for beef, which decreased 6.1 per cent, and pork products, 1.9 per cent. The prices of vegetables and soft drinks for home consumption also declined. Partially offsetting these decreases were higher prices for poultry, fresh fruit and restaurant meals. Because of four consecutive monthly declines, the March index for food for home consumption was the lowest year-to-year movement in more than four years—6.0 per cent above its level of a year ago.

Higher charges for both owned and rented accommodation, and increased electricity rates in some Ontario centres contributed greatly to the 0.8 per cent rise in the all-items index excluding food, as did higher prices for appliances and appliance repairs, increased automobile insurance rates in some western provinces, and higher local transit fares in many Ontario cities. Higher prices for men's and women's clothing were reported.

In terms of goods and services, the price level of goods, including food, declined 0.1 per cent in March and that for services increased 1.0 per cent. On a seasonally adjusted basis the all-items CPI advanced 0.5 per cent from February to March. This included a 0.5 per cent decline in the food index and a 0.8 per cent increase in the index for all items excluding food.

City consumer, March

Consumer prices advanced in 11 regional cities, declined in two and were unchanged in one between February and March. Movements ranged from a decline of 0.3 per cent in Montreal to an increase of 2.4 per cent in Vancouver.

The percentage increases listed in 11 regional cities were: 0.1 in Halifax and Ottawa; 0.4 in Saskatoon; 0.5 in St. John's, Toronto, Regina and Edmonton; 0.6 in Saint John, Winnipeg and Calgary; 2.4 per cent in Vancouver. Percentage decreases were: 0.1 in Quebec City; 0.3 in Montreal.

Employment, March

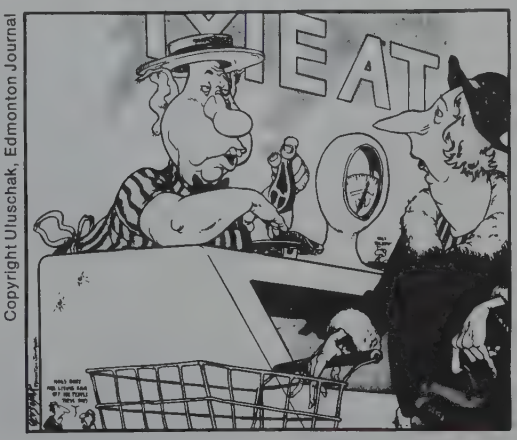
The seasonally adjusted employment level in March was 9,607,000, an increase of 66,000 from February, Statistics Canada reported. Employment increased by 41,000 for women and by 25,000 for men. Among those aged 15 to 24 it increased by 37,000 for women and by 13,000 for men.

On a provincial basis, seasonally adjusted, employment increased in Ontario by 30,000; in Manitoba by 10,000; in Alberta by 6,000; in Newfoundland by 3,000; in Quebec by 3,000; and in British Columbia by 3,000. The level declined in Saskatchewan by 4,000; in Nova Scotia by 3,000; and in Prince Edward Island by 2,000. There was no change in New Brunswick.

Unemployment, March

The seasonally adjusted unemployment rate was 6.9 per cent (713,000) in March, a decline of 0.1 per cent (6,000) from February. The major decreases were for persons aged 15 to 24 — 0.4 to 11.6 for women and 0.2 to 13.9 for men. The rate declined by 0.2 to 3.8 for men 25 and over, but increased by 0.2 to 6.1 for women 25 and over.

By province, the seasonally adjusted unemployment rate declined in Quebec by 0.8 to 7.7 per cent; in Saskatchewan by 0.2 to 4.0; and in British Columbia by 0.2 to 8.7. It increased in Nova Scotia by 0.6 to 8.2; in Newfoundland by 0.3 to 13.4; in New Brunswick by 0.3 to 11.5; in Ontario by 0.3 to 6.2; in Alberta by 0.2 to 3.8; and in Manitoba by 0.1 to 4.9.



Copyright Uluschak, Edmonton Journal

"That's $14.55 — why not throw in an extra chop and make it an even twenty?"

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labour statistics

Principal Items	Date	Amount	Percentage change from Previous Month	Percentage change from Previous Year
TOTAL CIVILIAN LABOUR FORCE*		(unadjusted figures, in thousands)		
Week ended February 21, 1976		9,978	+ 0.3	+ 2.7
Employed	February 1976	9,178	+ 0.3	+ 3.4
Agriculture	" "	418	+ 0.4	+ 5.2
Non-agriculture	" "	8,760	+ 0.3	+ 3.3
Paid workers	" "	8,313	+ 0.5	+ 4.9
At work 35 hours or more†	" "	6,769	— 0.6	— 1.3
At work less than 35 hours†	" "	1,933	+ 2.6	— 21.2
Employed but not at work†	" "	477	+ 5.7	+ 13.8
		(change in thousands)		
Unemployed	" "	800	—	+ 63
Newfoundland	" "	25	—	—
Nova Scotia	" "	29	—	+ 2
Prince Edward Island	" "	...	...	...
New Brunswick	" "	31	+ 1	+ 6
Quebec	" "	255	+ 14	+ 33
Ontario	" "	262	— 11	+ 13
Manitoba	" "	25	— 4	+ 3
Saskatchewan	" "	21	+ 3	+ 8
Alberta	" "	37	— 6	— 5
British Columbia	" "	109	+ 1	+ 7
Without work, seeking work and available for work	" "	706	—	—
On temporary layoff and expect to return to work	" "	20	—	—
		Percentage change		
INDUSTRIAL EMPLOYMENT (1961 = 100)†	November 1975	141.1	— 0.7	— 2.8
Manufacturing employment (1961 = 100)†	" "	125.9	— 0.8	— 5.0
IMMIGRATION	First 9 months 1975	149,457	—	—
Destined to the labour force	" " " "	64,877	—	—
STRIKES AND LOCKOUTS				
Strikes and lockouts	January 1976	118	— 35	— 36
No. of workers involved	" "	35,053	— 57	— 21
Duration in man days	" "	446,230	— 60	+ 9
EARNINGS AND INCOME				
Average weekly earnings (ind. comp.)†	November 1975	212.93	+ 0.5	+ 13.5
Average hourly earnings (mfg.)†	" "	5.28	+ 0.8	+ 13.3
Average weekly hours paid (mfg.)†	" "	39.0	+ 0.3	—
Consumer price index (1971 = 100)	February 1976	145.6	+ 0.3	+ 9.1
Index numbers of weekly wages in 1961 dollars (1961 = 100)‡	November 1975	143.6	+ 0.3	+ 4.1
Total labour income (millions of dollars)†	January 1976	7,528.2	+ 0.6	+ 12.9
INDUSTRIAL PRODUCTION‡				
Total (average 1971 = 100)	January 1976	115.3	+ 0.7	+ 1.2
Manufacturing	" "	114.2	+ 0.3	+ 1.2
Durables	" "	117.8	—	+ 4.0
Non-durables	" "	110.7	+ 0.6	— 1.6
NEW RESIDENTIAL CONSTRUCTION**				
Starts	January 1976	12,450	—	+ 75
Completions	" "	13,276	—	+ 3
Under construction	" "	144,775	—	+ 10

*Source: Statistics Canada. *Labour Force Information*, Cat. No. 71-001P and *Advance Tables*.
†Advance data.
‡Preliminary.
**Centres of 10,000 population or more.

STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Labour Data Branch of the Canada Department of Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first three tables in this section cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

STRIKES AND LOCKOUTS, 1971-76

Month or Year	Strikes and Lockouts Beginning During Month or Year	Strikes and Lockouts in Existence During Month or Year	Workers Involved	Duration in Man-Days	Per Cent of Estimated Working Time
1971	547	569	239,631	2,866,590	0.16
1972	556	598	706,474	7,753,530	0.43
1973	677	724	348,470	5,776,080	0.30
1974	1,170	1,216	592,220	9,255,120	0.46
1975	978	1,036	463,850	10,313,046	0.50
*1975					
January	116	183	44,112	407,385	0.24
February	65	143	29,575	300,439	0.19
March	71	157	38,693	415,218	0.26
April	95	189	43,596	585,288	0.34
May	114	229	115,445	658,752	0.38
June	107	247	61,720	798,911	0.45
July	99	247	112,282	1,223,422	0.65
August	89	250	105,422	1,287,760	0.74
September	68	229	81,015	1,284,950	0.74
October	70	242	107,544	1,241,833	0.68
November	55	189	78,761	1,239,684	0.76
December	29	166	68,244	870,374	0.50
*1976					
January	33	99	20,366	278,190	0.16

*Preliminary.

STRIKES AND LOCKOUTS, JANUARY 1976, BY INDUSTRY (Preliminary)

Industry	Number Beginning During Month	In Effect During Month: Strikes and Lockouts	Workers Involved	Man-Days
Forestry	0	0	0	0
Mines	1	1	1,000	1,000
Manufacturing	17	56	11,804	235,940
Construction	2	4	936	4,520
Transpn. & utilities	6	10	2,917	12,250
Trade	2	12	609	10,070
Finance	0	2	34	710
Service	4	12	2,885	11,770
Public administration	1	2	181	1,930
All industries	33	99	20,366	278,190

STRIKES AND LOCKOUTS, JANUARY 1976, BY JURISDICTION (Preliminary)

Jurisdiction	Number Beginning During Month	In Effect During Month: Strikes and Lockouts	Workers Involved	Man-Days
Newfoundland	0	4	575	12,320
Prince Edward Island	0	0	0	0
Nova Scotia	1	1	110	440
New Brunswick	3	7	2,740	22,810
Quebec	7	33	7,405	96,070
Ontario	13	29	5,125	114,980
Manitoba	2	5	1,365	8,200
Saskatchewan	1	1	1,100	550
Alberta	1	3	390	3,820
British Columbia	5	14	1,506	17,900
Federal	0	2	50	1,100
All jurisdictions	33	99	20,366	278,190

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JANUARY, 1976 (Preliminary)

Industry Employer Location	Union	Workers Involved	Duration in Man-Days January	 Accumulated	Starting Date Termination Date	Major Issues Result
Mines						
METAL						
Brunswick Mining & Smelting, Bathurst, N.B.	Steelworkers Loc. 5385 (AFL-CIO/CLC)	1,000	1,000	1,000	Jan. 22 Jan. 23	Alleged preferential treatment of foreign tradesmen — Return of workers —
Manufacturing						
FOOD AND BEVERAGES						
B.C. Sugar Refinery, Vancouver, B.C.	Retail, Wholesale Employees Loc. 517 (AFL-CIO/CLC)	253	5,310	42,500	June 2	Wages —
Société Coop. avicole régionale St-Damase, St-Damase, Quebec	Féd. du commerce (CSN)	249	5,230	33,870	July 18	Wages, fringe benefits —
Park & Tilford, Vancouver, B.C.	Brewery Workers Loc. 300 (CLC)	110	2,310	10,560	Sept. 13	Wages, fringe benefits, other contract issues —
LEATHER						
Greb Industries Ltd., Trois-Rivières, Quebec	Syndicat de la chaussure de Trois-Rivières (CNTU)	165	3,470	13,870	Sept. 15	Wages —
Rosita Shoes, Montreal, Quebec	CSD	384	8,060	23,990	Nov. 4	Wages —
WOOD						
Canadian Forest Products Hunting-Merrit, B.C.	Woodworkers Loc. 1-217 (AFL-CIO/CLC)	170	3,203	194,990	Sept. 13 1972	Shorter hours, elimination of piece work, rates of pay —
Girard & Godin Ltée., Trois-Rivières, Qué.	Upholsterers Loc. 572 (AFL-CIO/CLC)	100	2,100	10,450	July 28	Wages, hours —
FURNITURE AND FIXTURES						
Vilas Furniture Ltd., Cowansville, Quebec	Building and Wood Workers (CNTU)	350	7,350	45,150	July 29	Wages, incentive pay —
Gérard Collin Ltée, Montmagny, Québec	Syndicat du meuble de Montmagny (CSD)	130	1,300	1,300	Jan. 12 Jan. 26	Wages, fringe benefits — Terminated by mutual agreement —
PAPER						
Abitibi Paper Co. Ltd., (Fort William Div.), Thunder Bay, Ontario	Canadian Paperworkers Loc. 132 (CLC)	252	5,400	36,540	July 11	Union wants to bargain for all Abitibi mills —
Abitibi Pulp & Paper Co., Sault Ste. Marie, Ont.	Canadian Paperworkers Loc. 67 and 133 (CLC)	380	8,140	55,080	July 11	Union wants to bargain for all Abitibi mills —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JANUARY, 1976 (Preliminary) (Cont'd)

Industry / Employer / Location	Union	Workers Involved	Duration in Man-Days: January	Duration in Man-Days: Accumulated	Starting Date / Termination Date	Major Issues / Result
Abitibi Forest Products Ltd., Sturgeon Falls, Ontario	Canadian Paperworkers Loc. 7135 (CLC)	358	7,670	50,890	July 15	Union wants to bargain for all Abitibi mills —
Abitibi Paper Co., Beaupré, Quebec	Canadian Paperworkers Loc. 138 (CLC)	417	8,940	49,620	Aug. 20	Wages —
Domtar Fine Papers Ltd., Cornwall, Ontario	Canadian Paperworkers Loc. 212 (CLC)	1,135	24,320	108,220	Sept. 18	Wages, fringe benefits, other contract issues —
Beaver Wood Fibre Co., Thorold, Ontario	Canadian Paperworkers Loc. 192 (CLC)	192	4,110	18,290	Sept. 18	Wages —
Domtar Fine Papers Ltd., St. Catharines, Ontario	Canadian Paperworkers Loc. 77 (CLC)	256	5,490	22,950	Sept. 18	Wages —
Domtar Pulp Ltd., Lebel-sur-Quevillon, Quebec	Canadian Paperworkers Loc. 492 (CLC)	400	8,570	34,000	Oct. 3	Wages, COLA clause —
Continental Can Co., Toronto, Ontario	Canadian Paperworkers Loc. 433 (CLC)	253	5,310	20,740	Oct. 3	Wages —
Standard Paper Box, Quebec, Quebec	Féd. des travailleurs du papier et de la forêt (CNTU)	175	3,680	13,840	Oct. 8	Suspension of an employee —
Consolidated-Bathurst Ltée, New Richmond, Quebec	Canadian Paperworkers Loc. 574 & 926 (CLC)	685	14,680	53,790	Oct. 12	Wages, fringe benefits —
Ontario-Minnesota Pulp & Paper Co. Ltd., Fort Frances, Ontario	Various Unions	900	19,290	63,960	Oct. 22	Wages, fringe benefits —
Ontario-Minnesota Pulp & Paper Co. Ltd., Kenora, Ontario	Canadian Paperworkers Loc. 238 (CLC)	121	2,590	8,380	Oct. 24	Wages, fringe benefits, other issues —
Miramichi Timber Resources, Newcastle, N.B.	Canadian Paperworkers Loc. 689 (CLC)	599	12,840	37,660	Nov. 3	Wages —
Labrador Linerboard Ltd., Stephenville & Goose Bay, Nfld.	Canadian Paperworkers Loc. 1093 (CLC)	521	11,160	24,930	Nov. 23	Wages, fringes, jurisdiction —
Rayonier Québec, Port Cartier, Québec	Canadian Paperworkers Loc. 1125 (CLC)	380	2,660	2,660	Jan. 22	Dismissal of 40 employees —
PRIMARY METALS						
Ontario Malleable Iron, Oshawa, Ontario	Steelworkers Loc. 1500 (AFL-CIO/CLC)	220	22,000	22,000	Jan. 18	Wages, fringe benefits —
METAL FABRICATING						
Waterloo Metal Stampings Ltd., Kitchener, Ont.	Steelworkers Loc. 7155 (AFL-CIO/CLC)	107	210	210	Jan. 22 Jan. 26	Wages — Return of workers, agreement reached —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JANUARY, 1976 (Preliminary) (Cont'd)

Industry / Employer / Location	Union	Workers Involved	Duration in Man-Days: January	Duration in Man-Days: Accumulated	Starting Date / Termination Date	Major Issues / Result
Vulcan Industrial - Packaging, Rexdale, Ontario	Steelworkers Loc. 6754 (AFL-CIO/CLC)	205	1,030	1,030	Jan. 26	Wages, fringe benefits —
Foresteel Industries Inc., Montreal, Quebec	Travailleurs de Foresteel (CSN)	147	290	290	Jan. 29	Wages, other contract issues —
TRANSPORTATION EQUIPMENT						
Heatex, LaSalle, Quebec	Fed'n of Metal Trades Unions (CNTU)	300	6,300	29,400	Sept. 11	Wages —
Bombardier Ltée, La Pocatière, Québec	Fed'n of Metal Trades Unions (CNTU)	275	5,780	11,280	Dec. 2	Wages, benefits, grievance —
NON-METALLIC MINERAL PRODUCTS						
Can-Force Products Ltd., Edmonton, Alberta	Iron Workers Loc. 776 (AFL-CIO/CLC)	100	2,100	14,000	July 12	Wages —
Fiberglass Canada Ltd., Edmonton, Alberta	Oil Workers Loc. 9-728 (AFL-CIO/CLC)	230	460	460	Jan. 13 Jan. 15	Sympathy with workers suspended for refusal to work overtime — Court injunction ordered workers back on job —
PETROLEUM & COAL PRODUCTS						
Standard Oil, Burnaby, B.C.	Teamsters Loc. 213 (Ind.)	300	300	300	Jan. 16 Jan. 19	Protesting latest contract offer — Construction workers return following labour relations board hearing —
Construction						
Various Construction Companies, Coleson Cove, N.B.	Various Cons't Unions	900	900	900	Jan. 16 Jan. 19	Sympathy with workers at point Lepreau, road conditions to site — Return of workers —
Transportation & Utilities						
TRANSPORTATION						
Léo Auger, Inc., Ville Lasalle, Québec	Assn. des chauffeurs scolaires (Ind.)	100	2,000	2,000	Jan. 5	Wages —
British Columbia Railway, Various locations, B.C.	Teamsters Loc. 31 (Ind.)	300	1,070	1,070	Jan. 22 Jan. 28	Wages — Return of workers —
City of Winnipeg Transit System, Winnipeg, Man.	Transit Union Loc. 1505 (AFL-CIO/CLC)	1,250	6,250	6,250	Jan. 26	Wages —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JANUARY, 1976 (Preliminary) (Concl'd)

Industry / Employer / Location	Union	Workers Involved	Duration in Man-Days: January	Duration in Man-Days: Accumulated	Starting Date / Termination Date	Major Issues / Result
POWER, GAS, WATER						
Saskatchewan Power Corporation, Regina, Saskatchewan	Oil, Chemical & Atomic Wkrs. Loc. 9649 (AFL-CIO/CLC)	1,100	550	550	Jan. 8 Jan. 8	Wages, other contract issues — Return of workers —
Trade						
14 garages, ville St-Georges, Beauce, Québec	CSD	193	1,540	1,540	Jan. 7 Jan. 19	Workers want 40-hour week — Terminated by mutual agreement —
Service						
EDUCATION						
Montreal Catholic School Commission, Montreal, Quebec	Fed'n of English Speaking Catholic Teachers (PACT)	2,000	2,000	2,000	Jan. 7 Jan. 8	Lack of progress in negotiations — Return of teachers —
Que. Ass'n of protestant school boards, Montreal, Quebec	Lakeshore Teachers Ass'n (PACT)	400	400	400	Jan. 20 Jan. 21	Lack of progress in negotiations — Return of teachers —
ACCOMMODATION & FOOD						
Island Hall Hotel, Parksville, B.C.	Hotel Emps. Loc. 835 (AFL-CIO/CLC)	104	2,180	3,740	Dec. 11	Not reported —
Public Administration						
LOCAL						
City of Sydney, Sydney, N.S.	CUPE Loc. 759 (CLC)	110	440	440	Jan. 16 Jan. 21	Protest hiring of non-union personnel on lip grant — Return of workers by mutual agreement —

CANADA DEPARTMENT OF LABOUR PUBLICATIONS

Employment relations

Industrial Relations Research in Canada (annual). An inventory of industrial relations research undertaken by the Department, other government departments, academic institutions and private individuals. Free. Cat. No. L2-29/1974.

Labour data

Labour Organizations in Canada (annual). Contains a brief commentary, the latest statistical data on union membership, and a directory of labour organizations with names of their principal officers, publications and the geographic distribution of their local branches in Canada. (Bilingual). Price $1.50. Cat. No. L2-2/1975.

Strikes and Lockouts in Canada (annual). Furnishes a record of strikes and lockouts occurring in Canada during a year. Tables and related texts show strikes and lockouts by years, by areas, by industries, including time lost, number of workers involved, duration, etc. (Bilingual). Price $1.50. Cat. No. L2-1/1973.

Wage Rates, Salaries and Hours of Labour, 1974. This year the annual report containing the results of the October 1 survey of occupational wage rates and standard hours of work in selected industries appears in 35 separate booklets containing data for each of 35 major communities across Canada. The information is final; there is no preliminary report. In addition to the statistical measures presented in previous years, the 1974 report shows the median and 1st and 3rd quartiles. Information will also be shown by size of establishment and union/non-union for office employees. Various prices. (Bilingual). Cat. No. L2-5/1974 (Booklet No.).

Working Conditions in Canadian Industry, 1974. (Bilingual). Price $2.50. Cat. No. L2-15/1974.

Rights in employment

Women's Bureau '73. Papers dealing with the role of social workers and the status of women; organized labour in relation to working women; the rights of man and the status of women; equality in pensions for working women; and Quebec's contribution to the status of women in Canada. (Bilingual). Free.

Women's Bureau '74. Papers dealing with the compensation of women; women and work in Canada: a study of legislation; Canada's need: the ingredient of women's experience; the economic and academic status of women in relation to their male colleagues; equal pay programs in Canada and the United States, the Canadian scene; and time to reform traditional insurance practices to eliminate sex discrimination. (Bilingual). Free.

Women in the Labour Force. Facts and Figures (1975 edition). 97 tables of statistics on many aspects of women's participation in the labour force. It includes sections on earnings, professions, manpower placements and trainees, historical data and projections. (Bilingual). Free.

The Law Relating To Working Women. (Bilingual). Free. Cat. No. 238-3274.

Legislative research

Labour Standards in Canada — 1974. An annual publication which sets out standards in all jurisdictions regarding school-leaving age, child employment, minimum wages, hours of work, equal pay, weekly rest-day, annual vacations, general holidays, termination of employment, maternity protection and severance pay. (English or French). Price $1.50. Cat. No. L2-7/1974.

Workmen's Compensation in Canada. Deals with compensation for employment injury, the basic principles underlying the system, and coverage of the provincial Acts as of December 31, 1967. (Changes in workmen's compensation laws are published yearly and are available free on request). (English or French). Price $1.00. Cat. No. L34-1969.

Legislative Review. This semi-annual publication sets out new provisions enacted in apprenticeship and tradesmen's qualifications, employment standards, human rights, industrial relations, industrial safety and health and workmen's compensation. (Available free on request). (English or French).

Human Rights in Canada — 1975. A comparative summary of human rights legislation in all Canadian jurisdictions — includes related cases, as of December 31, 1974. (English or French). Price $1.75. Information Canada. Cat. No. L34-23/1975.

Occupational safety and health

Safety Perspective Sécurité. Periodical designed to assist employers and employees in up-grading accident prevention programs. (Bilingual). Free. Cat. No. L-36/2072.

Canada Occupational Safety Manual. Intended as a guide to persons charged with developing and maintaining an accident prevention program. 1. Planning for Safety. 2. Employment Safety Audit Guide. 3. Accident Investigating and Reporting. (English or French). 50 cents each.

Bibliography, Occupational Safety and Health. Lists some 500 selected holdings of Technical Library. Accident Prevention Division, 1974. Free. Cat. No. L36-23/1974.

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